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THE FEDERAL STRATEGY ON THE SOUTHWEST BORDER

HEARING

BEFORE THE

SELECT COMMITTEE ON NARCOTICS ABUSE AND CONTROL HOUSE OF REPRESENTATIVES

ONE HUNDRED FIRST CONGRESS

SECOND SESSION

DECEMBER 10, 1990

Printed for the use of the
Select Committee on Narcotics Abuse and Control

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(101st Congress)

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THE FEDERAL STRATEGY ON THE SOUTHWEST BORDER

MONDAY, DECEMBER 10, 1990

HOUSE OF REPRESENTATIVES,
SELECT COMMITTEE ON NARCOTICS ABUSE AND CONTROL,
Washington, DC.

The select committee met, pursuant to notice, at 9:25 a.m., in chambers at 500 E. 10th Street, Federal courthouse, 2d floor, Brownsville, TX, Hon. Charles B. Rangel (chairman of the committee) presiding.

Present: Representatives Charles B. Rangel, Frank J. Guarini, Solomon P. Ortiz, Lawrence Coughlin, and Wally Herger.

Staff present: Edward H. Jurith, staff director; William S. Smith, minority staff director; Jennifer Brophy, professional staff; Rebecca L. Hedlund, professional staff; Ruthie Thompson, executive assistant; and Mary Frances Valentino, minority staff assistant.

OPENING STATEMENT OF HON. CHARLES B. RANGEL (CHAIRMAN), U.S. CONGRESS

Chairman RANGEL. The Select Committee on Narcotics Abuse and Control will come to order. We welcome the opportunity to once again be with our friend, colleague, and dedicated member of the select committee, Solomon Ortiz. Solomon Ortiz has brought us to this wonderful town to show us the dedication and the hard work that is being done by its citizenry and its public officials in fighting this war against drugs.

Wally Herger from California is here with us. We soon expect Congressman Coughlin and Congressman Guarini. We want to first thank our staff for being able to put together a list of outstanding witnesses for the hearing.

Solomon Ortiz recently returned from the Persian Gulf, where he spoke with many of our young men who are there to stop aggression. Just this morning, he participated in a ceremony to send those people off from Brownsville that have been called to the Persian Gulf by the President of the United States.

We certainly join in wishing our men and women well who have responded to the call of duty. I speak for the entire committee in making it abundantly clear that we support our soldiers, and our prayers will be with them.

We return here now to another war, one which certainly has not received the attention as the war in the Persian Gulf. In terms of counting the casualties, there is no question that Americans have

suffered dearly as a result of the onslaught of drug traffickers and tons of drugs that pour into the United States on a daily basis.

Those that are on the frontlines do not get nearly as much attention on television or from the Congress or the administration as they deserve. That is the reason why Solomon Ortiz has asked us once again to return to the Southwest border. We were here in 1986, and we went to Arizona, Texas and Oklahoma. We will continue to return because no matter what we say and do in Washington, this is the frontline.

We want to make it clear that it is the intent of the Congress and our Nation to try to improve the status and quality of life of people on both sides of the border, to improve our trade relationship, and to have better working relationships; but we certainly cannot tolerate the threat to our national interest that is destroying a generation of people. We find kids killing kids, jails being swollen with felons, and hospitals being overridden with the health problems that are directly related to drug abuse.

We know that we need to educate our people better to the dangers of drugs and provide care for those who want to stop using drugs and to persuade our allies and our friends, as Secretary Baker has, in getting support for the Persian Gulf that they, too, have to move forward with attacking the drug traffickers and eradicating this problem from the face of the world.

Interdiction and law enforcement are essential. Today our committee was proud to see the cooperation between the Federal Government and the real warriors that are there each and every day, the local policemen, as they received $600,000 as a part of sharing an asset forfeiture program.

I just spoke with Commissioner Hallet, and that is the reason that I was late. She wanted to thank the good people of Brownsville, as well as the police chief and his fine men and her team down here for the type of cooperation that they hope can set an example for the entire country.

We hope, notwithstanding your written testimony, that you feel free to share with this committee what we in the U.S. Congress can do to make your jobs easier. This committee is very anxious to give you the support and resources that you need to do the job the same way we have pledged to do it with our men and women in the Persian Gulf.

There is no war that is more serious than the one that you are fighting, and we appreciate that dedication. We come down here in our small way to thank you and also to get direction from you as to what we should be doing.

It is with great pleasure that I now recognize Solomon Ortiz, a former law enforcement official that brought his badge with him to the U.S. Congress and wears it proudly. Solomon.

OPENING STATEMENT OF HON. SOLOMON ORTIZ, U.S. CONGRESS

Mr. ORTIZ. Thank you, Mr. Chairman. It is nice to be here in Brownsville today, which is part of my district. I am grateful that Chairman Rangel has called this very important field hearing here in Brownsville. I would like to welcome, of course, my chairman and Congressman Herger, and Congressman Coughlin, who will be

arriving later. Hopefully, he can make part of this hearing. I am so pleased that they took time to come down to my district.

This area is so important that in 1990, in the President's drug strategy, President Bush designated the Southwest border as one of the country's five high intensity drug areas. I am very interested to hear what our local State and Federal law enforcement officials have to say about their interdiction efforts and about the level of cooperation between all of the agencies. I believe that it is very important that our country take a very strong position on the seriousness of drug trafficking.

Additionally, I would like to thank Judge Vela for allowing us to hold field hearings here in his courtroom. I would also like to welcome all the various panels, and I thank you for appearing before this committee today. As many of you know, I am a former law enforcement official. I was sheriff of Nueces County, and as such, I am always interested in hearing about the enforcement and interdiction side of our efforts in the area of drug trafficking.

The Texas-Mexican border plays such an important and vital role in our country's war on drugs. While we must work on the demand problem in our country, we should also work on keeping this poison from coming across the border. Aside from the law enforcement efforts, I am looking forward to hearing from the drug education and prevention panelists. The drug abuse problem our country faces today has reached epidemic proportions, and successful treatment programs play an important role in winning this war on drugs.

When I was county sheriff, I was always able to see what was happening in our streets of the city and in the county. I know the difficult job that you who treat those that are addicted to drugs have.

Once again, let me welcome members of the committee and the various panels, and I look forward to hearing your testimony. Thank you, Mr. Chairman.

Chairman RANGEL. Thank you, Congressman. Wally Herger from California, we are glad that you are able to once again join the committee on our mission.

OPENING STATEMENT OF HON. WALLY HERGER, U.S. CONGRESS

Mr. HERGER. Mr. Chairman, I want to thank you for your leadership in calling this hearing here. Particularly, I want to thank Congressman Ortiz, who convinced the chairman and our committee of the importance of traveling down here to Brownsville and examining this problem firsthand. After seeing the beautiful community and meeting all the wonderful and friendly people here, I can see why you are so very concerned about preserving the loveliness of this community and protecting it from the ravaging effects of drug trafficking.

I also want to point out the leadership of President Bush on this issue. Under his administration, spending on antidrug programs will rise to $10½ billion, almost double the amount that we were spending just 2 years ago. Many of the efforts and programs that we will hear about today would not have been possible without this very important funding.

We are here to examine the drugs and the Southwest border. We know that any sound drug policy must reduce the demand for drugs through, for example, drug education programs for our children. But we also know that when drugs are cheap and widely available, even the best demand reduction programs will operate under a very severe strain.

Therefore, reducing the supply of drugs must continue to be a strong component of any good drug strategy. If one wants to reduce supply, there is no better place to come than the Southwest border. Government experts now estimate that between 70 and 80 percent of all the illegal drugs entering the United States today are coming across this very Southwest border. This is a whole tragedy for the whole country, but it is a particular tragedy for those border communities who are fighting on the frontlines.

We know that areas with a great deal of drug smuggling will experience increased crime, violence, and drug availability. We are interested in hearing from the witnesses today, and we hope that our visit here will be of benefit to this community. Thank you.

Chairman RANGEL. Thank you, Mr. Herger. The Chair would also like to recognize the presence of Mayor Garza, who is not only in our audience, but who has participated in national, and indeed international, conferences involving the plight of urban communities as it fights off the dangers of drugs. I know the outstanding contribution he has made here in Brownsville and in New York; we also appreciate the contribution that he has made to this struggle.

We have an outstanding panel of State and local officials. The one smiling, of course, is the chief of police who just received that $600,000 check this morning, both the big one for the cameras and the small one for the deposit. We have Mike Scott, the commander of narcotic services of the Department of Safety, State of Texas; Luis Saenz, the district attorney of Cameron County; Victor Rodriguez, chief of police of Brownsville; and Henry Garrett, chief of police of Corpus Christi, the hometown of our colleague, Mr. Ortiz.

We will start off with Mike Scott.

STATEMENT OF MICHAEL D. SCOTT, COMMANDER, TEXAS DEPARTMENT OF PUBLIC SAFETY, NARCOTICS SERVICE

Mr. SCOTT. Thank you, Mr. Chairman, and Members of Congress. I appreciate the opportunity to be here today and to present to you from a State perspective what we see in the problems with the Southwest border as it relates to drug trafficking.

My name is Mike Scott, and I am the commander of the narcotics service for the Texas Department of Public Safety. I have prepared my written testimony and submitted it to the committee, and as requested, my remarks today will be brief and hopefully to the point.

Chairman RANGEL. If there is no objection from this committee, the written testimony of the entire panel will be submitted without objection into the record, giving each one of you the opportunity to highlight that testimony or to share with us other things that you would like to bring to our attention. Hearing no objection, so ordered.

Mr. SCOTT. First of all, I would like to begin my remarks by telling the committee just a little bit about the Department of Public Safety. It is the State police agency in Texas and we have traffic, as well as criminal, responsibilities. In the narcotics division, we have 206 commissioned investigators stationed in approximately 40 sites across the State of Texas. It is significant, however, that 25 percent of our personnel are stationed along the border. We recognize the problem with the drug trafficking along the border and, therefore, have made those types of assignments.

I appear before this committee today on behalf of the Texas Department of Public Safety to discuss the nature and the problems of the drug trafficking along the Southwest border, and I submit to you that those problems are significant. Mr. Chairman, it came as no surprise to law enforcement officials in Texas when the Southwest border was designated as a high-intensity drug trafficking area by the national drug control strategy. We, in Texas, recognized that fact many years ago.

Just over 15 months ago, law enforcement officials in California seized in excess of 40,000 pounds of cocaine. That cocaine had been smuggled across the border at El Paso. It had been stored in safe houses in El Paso prior to its shipment to California. Just 2 weeks following that period, DPS officials in Texas seized over 18,000 pounds of cocaine just 25 miles from this Federal courthouse in Brownsville.

That is just two seizures that we do not believe are isolated incidences even though they are just two seizures along the border. There is no reason to believe that there are not many more significant stashes of cocaine and marijuana along the border on both sides of the border that are to be trafficked throughout this country. Drug smugglers smuggle at the ports of entry; they smuggle between the ports of entry; they smuggle by land, sea, and air into this country. They will fly, float, walk, or drive their contraband across the border.

The unfortunate fact, however, is that no agency, Federal, State, or local, is adequately funded to properly address these problems. This is compounded by the fact that our economic policies and our desire to keep an open border with Mexico makes it that much more difficult to deal with the problem of drug trafficking.

The U.S. Customs Service, charged with the responsibility of the ports of entry and the traffic into this country, do not have nearly enough resources to search enough vehicles coming into our country. We have very limited resources with the Border Patrol, who are our last line of defense as far as establishing and manning our checkpoints to search vehicles just before they are free to drive anywhere in the country.

I think that these are concerns of State and local law enforcement, as well as the Federal law enforcement people, that we need to pour our resources into those two elements to make a greater impact on the number of people that can freely cross our border, whether they are American citizens or citizens of other countries that can freely bring drugs into this country.

The committee asked us to direct our testimony to a couple of areas, and I would like to do that at this time. One of those areas was our participation and cooperation with Operation Alliance. Al-

liance, as I see it, is an entity of State, Federal, and local law enforcement officials that share responsibilities across the Southwest border. The Texas Department of Public Safety has participated in Operation Alliance since its inception in 1986.

The use of Operation Alliance as a forum for coordination of law enforcement efforts along the border, I think, has been a successful one. There is still room for improvement in all areas of law enforcement, but by establishing Operation Alliance and using it for this type of forum, as well as a forum to dedicate and to use military resources along the border, we will be taking a step in the right direction.

Again, the designation of two areas in Texas as high intensity drug trafficking areas, one the Southwest border and one Houston, is very significant to those of us in Texas. As a State drug enforcement agency, we participate actively in both the Houston high-intensity drug trafficking area, as well as the Southwest border area. A frustration that we feel, and I hope I am speaking for everybody with Operation Alliance and within the Federal, State, and local agencies that participate in HIDTA, is the slowness of funding.

The fiscal year funds for HIDTA, I think, reached their Federal agencies in late August. That gave them very little time to formulate any plans and to expend any of those funds. Fiscal year 1991 moneys are still not here today. I am last told that they may be available by February or March. I submit to you that is much too slow for any plan, those of which that are established and ready to go; we are losing valuable time. If there is anything this committee can do, I would urge that we streamline that process immediately so that the Federal, State, and local law enforcement officials can benefit and not lose this valuable time.

Another area of concern to the committee was the area of Federal, State, and local cooperation in the area of law enforcement, and drug law enforcement in particular. I think that you will find the testimony today to tell you that law enforcement cooperation is good. I think that there is always room for improvement, but with the Federal Asset Sharing Program, as we witnessed this morning, the sharing of $600,000 to the chief for Brownsville has gone a long way to bring agencies together.

But that is not the only thing we need. Being a State drug enforcement official, we continue to be placed in precarious situations between factions of law enforcement within the Federal levels that keep State and local agencies between a rock and hard spot sometimes. We work with every Federal agency, but it is sometimes difficult to work with numerous Federal agencies at one time. I think by establishing Operation Alliance to bring the Federal agencies together with State and local is, again, a step in the right direction.

I think the high-intensity drug trafficking plan established for the Houston area, brings every agency in the area, Federal, State, and local, into the formation of some major drug squads. Those squads will be supervised, one squad by FBI, two squads by DEA, one by DPS. It is a first, as far as I am concerned, to see certain Federal agencies under the day-to-day supervision of other Federal agencies. I think it is, again, a very significant move and we look forward to the funding of that program to get it underway.

My last comment was not a subject of the invitation to testify, but it is a subject that I think needs to be brought out. Congress recently appropriated, I think, $10 million for the formation of a national drug intelligence center to be housed in Pennsylvania. I submit to you that many law enforcement officials do not concur with that funding. I will speak on my behalf as a member of the Texas Department of Public Safety and as president of the National Alliance of State Drug Enforcement Agencies.

We are against the formation of a new, freestanding drug intelligence center. We participate actively with the El Paso Intelligence Center and feel very strongly that if they were funded properly, they could fill any gap in the area of intelligence that is not already being filled. I urge this committee to take a strong look at the creation under the Department of Defense of another drug intelligence center.

That concludes my prepared testimony, my prepared remarks. I again wish to thank this committee for the opportunity to speak today. I will be happy to answer any questions of the committee. I only hope that your presence here keeps the citizens and the community awareness at a peak when we need that very much in drug law enforcement. Thank you very much and I will be happy to answer any questions.

[Prepared statement of Commander Scott appears on p. 53.]

Chairman RANGEL. Thank you, Commander Scott. If the committee agrees, we will hear from all of the witnesses, and then we will inquire. The next witness will be District Attorney Saenz from Cameron County, TX. Good to see you again, Mr. District Attorney.

STATEMENT OF LUIS V. SAENZ, CAMERON COUNTY DISTRICT ATTORNEY

Mr. SAENZ. Chairman Rangel, Congressman Ortiz, Congressman Herger, welcome to Brownsville, TX, and Cameron County. I believe the committee has made a wise decision to convene here in Cameron County to learn about the drug trafficking and drug abuse problem that we are experiencing. On behalf of the citizens of Cameron County, I thank you for giving us the opportunity to share with you information that, hopefully, you will find useful in determining our Nation's policy on narcotics abuse and control.

My name is Luis Saenz. I am the district attorney for Cameron County. Cameron County, with its 896 square miles, is the southernmost county in the State of Texas. It is the only Texas county which is bordered by Mexico on the one side and the Gulf of Mexico on the other side. Thus, this unique geographical location places Cameron County in the forefront of narcotics trafficking routes into the United States.

Cameron County should be considered the United States' frontline in the drug war. It is in a location like Cameron County that the most effective use of limited Government resources can best be realized. It is at border checkpoints where progress on the drug war can be measured with any true accuracy and the public can see results through arrests and drug seizures.

The Cameron County district attorney's office is legally charged with the duty of prosecuting all drug cases within the county on

the State level. Within the last year, we have prosecuted over 300 drug cases involving over 750 total defendants. There was a time when a successful prosecution of a drug case meant apprehension, indictment, conviction, and hopefully penitentiary time; and that would bring an end to that particular organization to which the member belonged.

In today's drug war, that is no longer true. That scenario is out of the window. For example, mules today are replaced the day that they are arrested. By "mules," I mean transporters, the local members of the echelon. A high member of an echelon, even from incarceration, has the ability and the capability to continue functioning and to continue running his organization from inside the jail cells.

Therefore, the prosecution of drug cases has taken on a new twist, has been forced to take on the new approach; and that is the seizure and forfeiture of the organization's assets, the money that they use to buy the drugs, the money that they use to launder, and so forth. Only by taking their assets are we able to put the organization out of business. Therefore, we have initiated, pursuant to Federal and State statutes, the practice of, in addition to arresting a particular suspect, taking from him and seizing from him his assets, be it money, buildings, vehicles, jewelry, and the sort.

Cameron County leads the State in such type seizures. We lead it because we are cooperating on the State level with the local Cameron County Task Force, which Mr. Scott also helps us with. We are leading because of the cooperation that we receive from the local office of the Drug Enforcement Agency, but we need your help. As he indicated, one of our frustrations is the length of time that it takes to get the money down here. You tell us that you are going to give us money and you do give us money; but, for example, the money Chief Rodriguez received, this money was out there for about 1½ years.

We have a lot of money tied up right now. You can help us by cutting down on the paperwork so that we can get the money and buy the resources that we need to implement what we talk about, which is a drug war. Right now, we talk about it, but we do not have the resources. We have the cooperation of the agencies involved. We have the competency. We have the willingness to do the job, but no resources.

A good example is, as I indicated, Cameron County has 896 square miles that we are asked to patrol and we are asked to cover. Yet, we have not a single aircraft full time to do that. I think it is ludicrous to tell us to go out and do a job and not give us the resources. We will do it. We have the men to do it. We have the ability to do it, but you need to give us the resources, particularly to a place like Cameron County, which is thrust onto the frontline because of its location. Yet, we are left without any resources.

So we stand ready, willing, and able to do the job if you will furnish us the resources that we need: Money, I know you have heard that. I do not bring you any new information, but that is what we need.

I will just submit the remainder of my testimony and will be glad to answer any questions that you might have. Thank you.

[Prepared statement of Mr. Saenz appears on p. 63.]

Chairman RANGEL. Thank you, District Attorney Saenz. Now we will hear from the police chief right here in Brownsville, Victor Rodriguez.

STATEMENT OF VICTOR RODRIGUEZ, CHIEF OF POLICE, BROWNSVILLE, TX

Mr. RODRIGUEZ. Mr. Chairman, committee members. My name is Victor Rodriguez. I am the police chief in Brownsville. Welcome to Brownsville. Please accept our congratulations for your efforts on this, your mission to the United States-Mexican border, Mexico City, and Guatemala. The Brownsville Police Department appreciates and is thankful for the opportunity to address you and to present our views on this everpressing issue of narcotics abuse and control.

During the most recent 6 years, drug trafficking activity has literally exploded on the south Texas scene. Drug and assets seizures, unimaginable 6 years ago, are common today. In spite of a lack of an equal resource explosion from the law enforcement side, Brownsville and most of south Texas is holding onto its ground. The agencies therein involved and their communities are to be commended.

Texas and this area have seen the realization of the Florida shift. That is to say that trafficking to the United States via Florida has expanded, and routes to the United States via Mexico are heavily used. In this regard, it is proper to include Mexico in all of your considerations. It has been said time and again that south Texas is the second most active drug smuggling area in the country, second only to Florida.

Recent area drug seizures include a single State seizure of 9 tons of cocaine. This seizure by DPS officials occurred approximately 25 miles from here. This has been this country's second largest cocaine single-time seizure. Multithousand pound cocaine seizures are common. Marijuana seizures of 500 pounds or less are considered small seizures.

One thing has remained consistent among drug seizures. All were destined to points of distribution north of the valley and Brownsville area. To the contrary, frequent multimillion-dollar cash seizures are found to be southbound. This area is quick to feel the impact of drug trafficking activity.

Abundance of cocaine is quickly detected by its selling price. In 1984, undercover agents could negotiate a kilo of cocaine for $50,000 to $60,000. Up to about a year ago, the same cocaine had become available for $12,000 to $15,000. During this particular crest period, often undercover negotiations for cocaine were with teenagers.

The most recent activity in Colombia, specifically Colombia's outright war with the cartels and the joint United States-Colombia efforts to extradite drug lords, has given rise to thought of a decreasing abundance of cocaine. The cost for a kilo of cocaine is climbing, an indicator of success in these efforts. These United States-Colombia efforts should be applauded.

Areawise, enforcement continues on three general fronts. Federal agencies address their objectives from a national and global

standpoint. State agencies task out regions in this State, and the local agencies continue their localized efforts.

During this period, Federal funding has become available for combined task forces. Brownsville participates in one such effort. The appearance of a lack of communication and/or coordination is not to be faulted. From a professional standpoint, and given the nature of these investigations, these agencies must continue to pursue their separate departmental objectives.

The Brownsville Police Department participates in every joint effort possible. However, localized drug enforcement is a must. Although we participate in a task force, we continue with our in-house program for this purpose. Brownsville activity recorded this past year included 160 drug investigations, 242 drug arrests, $2.7 million in drug seizures, and asset seizures exceeding $1.5 million.

This area has also become a major staging area for money laundering operations. During these years of skyrocketing activity, local financial institutions reflected sufficient deposits to equal approximately $11,000 for every man, woman, and child in this area. At the same time, the area was amongst those with the lowest per capita income.

Peso devaluations in Mexico have attributed to the establishment of money exchange houses in this area. Exchange houses have been known to be used for money laundering operations. Very little escapes drug trafficking. We have seen violent murders. We have seen public officials tainted; and we have seen person after person, young and old, arrested for drug trafficking.

Communities adjust and deal with these issues as well as possible. Law enforcement attempts to answer every challenge. Law enforcement, particularly local police departments, are very big components of the frontline. With this regard, an argument for where the frontline is can be made for any given location or for any given reason.

In this country there is one frontline that is common everywhere. They are police officers. They are the most common and most visible frontline. They are the frontline equally anywhere in this country. They are the localized effort. We are arresting drug traffickers and we are arresting drugs. It is time that we begin to arrest the demand for drugs. Through local police efforts, we can begin to arrest the demand for drugs. These efforts must be directed at the community through community-based programs.

The Red Ribbon and Just Say No campaigns have opened up the door to public discussion and education of drugs and drug abuse. DARE programs and others similar have acted as a bridge that has been missing between communities and police. Through these programs, police officers are integrated into an educational atmosphere. We then participate in the development of our children and our communities. The question becomes, is it appropriate?

I would like to share with you a letter that I got this week from a child whom I visited before we met at 5 o'clock yesterday afternoon. It is significant in that there is a message there, to just say no, something he has learned in the years he has been in school. He is a second grade student.

I would like to share with you on the return side of the envelope, he delivered the following message:

To the police, from Michael Castillo.

He says the following:

I want to save our country from drugs.

Here is a child whose desire needs to be cultivated.

Community and police programs vary. However, they are common from the standpoint that they are designed to engage the community, develop police-community interaction, and improve the quality of life. In making your recommendations, consider prioritizing community-based programs. This is how the Federal Government can assist in adding to the most visible frontline. This is how we can begin to arrest the demand for drugs. Thank you.

[Prepared statement of Mr. Rodriquez appears on p. 70.]

Chairman RANGEL. Thank you, Chief. The last witness on this panel is the police chief Henry Garrett, from Corpus Christi, the hometown of Solomon Ortiz.

STATEMENT OF HENRY GARRETT, CHIEF OF POLICE, CORPUS CHRISTI, TX

Mr. GARRETT. Thank you, Mr. Chairman and members of the Select Committee on Narcotics Abuse and Control, for the opportunity to appear today. My name is Henry Garrett and I am the chief of police in Corpus Christi, TX. In the best of all possible worlds, there would be no drug abuse or crime. But this is not Eden, and we must confront the magnitude of the problems our society faces. It is easy to philosophize and criticize, but words alone do not provide a resolution to the problem which threatens to engulf our communities.

As the chief of police in Corpus Christi, I cannot remedy the crowded conditions of penal institutions. I cannot control the efforts of prosecutors, and I cannot affect the decisions of probation and parole officials. My administration is focused toward positive action rather than complaint, so I have chosen to channel the resources of the police department toward the achievement of attainable goals.

I can affect the numbers of arrests of narcotic traffickers. I can impact the interdiction of narcotic contraband in South Texas, and I can influence the choices made by the youth of Corpus Christi.

To accomplish these three broad range objectives, departmental planners have identified five target groups and tailored a response for each specific pattern of illegal drug activities. These targets are international smuggling organizations, prison gangs, motorcycle gangs, street dealers, and youthful offenders, especially those affiliated with gangs.

Corpus Christi's geographical location offers access by air, land, or water to international smuggling organizations. Our city, sitting astride the Gulf of Mexico, is connected by two major highways to the United States-Mexican border and is situated in a sparsely populated region littered with airstrips. These factors combine to make south Texas an ideal transshipment site.

Because of the clandestine nature of smuggling activities, an accurate assessment of the narcotics contraband which passes through our city is not possible. Last year a total of 421 narcotic cases generated at the checkpoint located between Corpus Christi

and the United States-Mexican border were referred to the Corpus Christi DEA Task Force. Current trends indicate that 1990 will show at least a 5-percent increase.

The U.S. Border Patrol estimates that only 1 in 20 smugglers choosing an overland route are caught. While the actual effect of the smuggling activity is felt only minimally by south Texas, I have accepted a responsibility to limit the success of their operations.

The most violent aspect of the drug trafficking community which law enforcement authorities in south Texas encounter are profit-oriented secret societies originating behind prison walls. Because these groups thrive outside, as well as inside, penal institutions, they cannot be ignored. Two major gangs, the Texas Syndicate and the Mexican Mafia, vie for predominance in south Texas drug markets. While competition festers between the two, cooperation between prison gangs and other types of criminal organizations has been documented.

Current estimates of the membership of these rigidly structured groups range from 500 to 800 members each, with the Mexican Mafia holding a numerical advantage while the Texas Syndicate fosters a more fearsome reputation for violence.

While the aforementioned groups tend to focus on the distribution of imported contraband, members of the Motorcycle Gang subculture prefer to monopolize the manufacture and distribution of synthetic drugs. A swath of 11 States stretching from Washington to Mississippi is dominated by the Bandido Motorcycle Gang, which has been identified by the Department of Justice as one of the big four gangs within the bizarre contraculture.

The Bandido Motorcycle Gang is an international organization composed of approximately 400 individuals. The Corpus Christi chapter has a rough reputation, even among members of this criminally oriented association, and has particularly strong bonds to the 10-member chapter in Marseille, France. By force and intimidation, these 20 local individuals have grown to dominate the methamphetamine market in south Texas, which is conservatively estimated to be worth $5 million a year.

All factions of nontraditional organized crime depend heavily on the fourth category of offenders to serve as the actual distribution mechanism. The individual street dealers who retail illegal contraband, whether it be heroin, cocaine, methamphetamine, marijuana, or other drugs, are often users, as well as sellers. They generally keep only small quantities of contraband on hand and rely on a source of supply for routine restocking. Constant enforcement efforts must be made in order to limit the efficiency of these operatives who make up no more than 1 or 2 percent of our city's population.

The future of our Nation depends upon the choice which our youth make now. In order to ensure that our children make the right decision, we must expose the real consequences of drug use and provide acceptable role models, especially to those segments of our society which are most vulnerable to the allure of the drug traffic.

Although the incidence of youth gang crime in Corpus Christi has not yet reached the proportions experienced in other metropoli-

tan areas, conditions which foster the growth of this inner-city plague do exist. Like many other cities, Corpus Christi is divided into economic sectors by its freeway system. For teens and young adults who do not drive or own cars, the barriers of the freeways often confine them to their own neighborhoods and encourage them to turn to narcotic trafficking or gang activities.

The low socioeconomic levels traditionally attained by the residents of many of the Hispanic and black neighborhoods have made it difficult for the youth of these areas to identify with the American dream. There are few role models who have acquired an education and the middle-class values. Unfortunately, the appearance of success in the neighborhood is frequently associated with drug trafficking activities.

Corpus Christi encompasses 120 square miles and has an estimated population of 275,000. The city employs 368 sworn officers to perform all police functions, which include making over 13,000 arrests per year and filing more than 65,000 initial offense reports. While narcotic trafficking and drug abuse are significant concerns of the residents of our city, it is apparent that the police cannot neglect their other responsibilities.

The strength and proficiency of the first three categories of narcotic traffickers depend on an organizational structure. Attacking these types of offenders takes resources which can only be generated by cooperation among local, State, and Federal agencies. The police department's response, while numerically small, is significant nevertheless.

Four officers were assigned to the DEA Task Force and focused their attention primarily on investigations resulting from seizures made at the Border Patrol checkpoints. Not every checkpoint seizure made at the Border Patrol checkpoints results in a major investigation; but earlier this year, a quick response by city and Federal agents to a 600-pound marijuana seizure by Border Patrol did result in a $150,000 money laundering case, which netted 12 defendants who were members of a smuggling organization which had been documented by the city's intelligence unit since the mid-1970's.

In addition to this manpower contribution to the DEA Task Force, the city has been participating in a now-expiring grant project since 1972 which uses State and matching local funds to fund a specialized intelligence unit that targets organized crime figures.

Since January of this year, this six-man group has been involved in cases which resulted in the arrest of 80 narcotic traffickers and the seizure of cash and contraband with a value of more than $2 million. The thrust of this unit's activities is hinged upon cooperative efforts with agencies, including the U.S. Customs Service; DEA; the Bureau of Alcohol, Tobacco, and Firearms; IRS; and the Texas Department of Public Safety.

Street dealers, users, and routine narcotic trafficking enforcement is currently handled by 10 city officers. During the first 10 months of 1990, they responded to 1,444 cases. While most of these investigations involved minimal amounts of contraband, we cannot forget the crux of interdiction is halting the actual transfer of dope from dealer to user.

I want to cite two examples of cooperation between Federal and local agencies which sent a powerful message to the street dealers in our city. Today the average cocaine transaction involves a $10 rock which, by weight, translates to one-tenth of a gram. Such small amounts of contraband do not normally merit the attention of investigators, much less that of overburdened prosecutors. But in December 1989, after 8 weeks of investigation, the U.S. attorney accepted and prosecuted cases against 11 defendants who were charged with dealing cocaine. Convictions in Federal court were followed by sentences which averaged 12 years per offender.

Again between 1983 and 1989, city narcotic agents were stymied in their attempts to build a case against a retired Navy lieutenant commander that intelligence information indicates was bankrolling a cocaine trafficking organization that reaped profits to exceed $5,000 per day while operating in a subsidized housing project. Cases against "Candyman," as he was called, floundered until the IRS and a U.S. attorney agreed to pursue a quarter gram buy made by the city officer's informant.

The results included the conviction of 13 dealers and the seizure of 6 vehicles and 11 properties. The kingpin, himself, received a 17-year sentence for the sale of $20 worth of cocaine. Successful enforcement operations like this can only be accomplished through intergovernmental cooperation.

Despite the success of these enforcement efforts, the future of our community remains at risk. In Corpus Christi, the number of juveniles actually placed in custodial situations has risen more than 150 percent this year. During the next 12 months, our department's 5 juvenile investigators will react to 3,000 cases involving youthful offenders. Traditional police procedures cannot halt this trend, so 2 years ago, our community turned to the Drug Abuse Resistance Education Program.

Law enforcement activity, by its nature, is reactive. But DARE, using positive role models and a proactive approach to combat drug abuse and related crimes offers the promise of reducing the number of offenders in the next generation. This investment has stretched the department's resources to their limit. Eight officers are currently assigned to teach 6,000 exit level elementary students a 17-week core course on drug abuse on 43 campuses. In addition to this schedule, short programs are also presented to all of the other 24,500 grade school students in Corpus Christi.

In order to strengthen the probability of success, we must find the manpower and monetary resources to support five additional school liaison officers whose duties would include the presentation of a 10-week DARE reinforcement lesson plan to the eighth graders and a 5-week course to the high school seniors. This expansion would make it possible for police officers to help shape the future of nearly 59,000 students in 48 elementary schools, 15 middle schools, and 9 high schools.

Gentlemen, despite the grim statistical evidence to the contrary, a realistic appraisal of the situation suggests that if we stay this course, we can influence the future. In our town, law enforcement agencies are united in purpose. Cooperation among State, Federal, and local law enforcement agencies is real. While we recognize that we cannot deter adult offenders from choosing a criminal lifestyle,

the community can expect that selective enforcement will continue to limit the success of drug trafficking organizations and individuals.

We can arrest narcotic traffickers. We can confiscate contraband, and we can seize drug profits. Most important, we can teach our youth that drugs are not the answer to their problems. Federal intervention cannot check all of the drug-related crimes in any community, but I bring three suggestions for your consideration.

First, Encourage and reward cooperative drug investigation efforts carried out by the Federal and local agencies.

Second, Encourage and reward a proactive approach to drug abuse such as grant projects which focus on cooperative efforts between local law enforcement and school districts.

Third, Encourage and assist the continuation of successful cooperative efforts between law enforcement agencies by providing grant opportunities for special enforcement units.

Gentlemen, thank you again for allowing me to be here today.

[Prepared statement of Mr. Garrett appears on p. 76.]

Chairman RANGEL. Thank you, Chief. The Chair recognizes Mr. Ortiz.

Mr. ORTIZ. Thank you, Mr. Chairman. Mr. Scott, you mentioned the funding, which plays a very important role in enabling you and other agencies to discharge the duties of your office. How much State funding are you receiving now?

Mr. SCOTT. At our agency?

Mr. ORTIZ. Yes.

Mr. SCOTT. The budget for the narcotic service is about $12½ million a year. That is personnel and operating money.

Mr. ORTIZ. Have you received any direct Federal funding?

Mr. SCOTT. The department has, sir, but as far as our narcotics division, we received some assistance by the Customs Service for enhancing our radio communications system. But as far as the Federal funds provided by the Anti-Drug Abuse Act, the agency has, but our narcotics service has not.

Mr. ORTIZ. You know, I used to be sheriff, and sometimes when you are working out in the field and doing undercover work, you wonder whom can you trust. Do you have any problems working with different agencies? Is the information being disseminated to where you get your share of information from the Federal level and from the local level?

Mr. SCOTT. Yes, sir. I think information sharing, on the whole, is adequate. I think that, again, you are going to have case-by-case instances where improved relations are necessary; and if relations are not any good, communications will not be any good, either, and information sharing will not. But as a whole, I would say that information sharing is present. These multiagency, multijurisdictional efforts serve to facilitate that. Therefore, I think that sharing is present.

Mr. ORTIZ. Regarding HIDTA, is it in place now?

Mr. SCOTT. Well, the plans have been in effect for some time. As a member of Operation Alliance for the HIDTA on the Southwest border, we participated in putting together the Southwest border drug strategy some months ago, but the funding is not there.

Mr. ORTIZ. Even now, it is still not there?

Mr. SCOTT. For fiscal year 1991, the funding is not available, to my knowledge. The fiscal year, as you know, started October 1.

Mr. ORTIZ. Do you think HIDTA will help to strengthen the bonds between the different agencies?

Mr. SCOTT. I certainly hope so. I think that by the selection of Operation Alliance, as the coordinator for the Southwest border HIDTA, I think that was a good move. It was an entity that was already in effect, and it did not require going and reforming another group to establish that coordination. I think that was a step in the right direction.

Mr. ORTIZ. Let me see if maybe Mr. Saenz, the district attorney, or the chief of police whom I have worked with the past several years can answer a few questions regarding Mexico. How is the relationship with the Mexican authorities at this point? I do not want to put anybody on the spot. I know that we have seen a great change in the Salinas administration, and I hope things are getting better. I am not trying to be critical of either side. I know that we have problems on both sides, and I would like to see us find a way to work better together and strengthen our bonds.

Mr. RODRIGUEZ. I think that cooperation, when solicited from them, is extended, Congressman, to certain degrees. I think there is a problem with confidence on our part, and I think that confidence problem is based correctly. You are right. We have seen some improvement.

Mr. ORTIZ. Would you feel better speaking later privately to the Members? I do not want to put anybody on the spot, Mr. Chairman, but I think this is very important for us to go back with a true feeling of what is really happening so that we can be in a position to help.

Mr. SCOTT. Yes, sir. I think that is better, but I would like to say publicly, though, that there is some indication of conditions improving in Mexico. There is some improvement in that area, and I think if it stays on that course, we are going to be doing all right.

Mr. SAENZ. There has been tremendous improvement in the return of stolen vehicles. The improvement starts to get a little better, and unfortunately, one or two isolated instances wipe it out. I think that is what Victor would like to address to you all in private.

Mr. ORTIZ. One last question, Chief. I understand that there are reports in Corpus Christi, that there is a problem with juvenile gangs. Can you elaborate a little bit on this? Are drugs heavily involved?

Mr. GARRETT. We do not see a sign of drugs being involved as much as it could be. We are trying to keep a handle on it. We only have one real organized gang in Corpus Christi, which consists of about 100 members, and there is some drug abuse in this gang. But we are finding that most of them are using or are in the area of assault and robbery and things of this nature, with the drugs not really being a factor at this point.

Mr. ORTIZ. Thank you, Mr. Chairman.

Chairman RANGEL. Thank you. Mr. Herger.

Mr. HERGER. Thank you very much, Mr. Chairman. Mr. Scott, I might ask you a question. Over the years as we have seen the drug traffic increase, to what degree have we seen the crime in your

area increase as well? To what degree do you see a correlation between the two, if there is?

Mr. SCOTT. I think there is a correlation between the increase in drug trafficking and the homicides and the crimes against persons. In the valley area, I am told that it is pretty much consistent with the supply and the availability of the marijuana during the harvest season. When the supply is down in between harvest seasons, the crime seems to go up. The homicides and the crimes against persons seem to go up. But from a statewide perspective, there is a definite correlation between the increase in violence against persons and drug trafficking, drive by shootings, which are somewhat gang related in Austin.

But our concern is that as the gangs get their foundation established, if it is not initially drug related in this organization, they will have that foundation for moving into drug trafficking.

Mr. HERGER. I might also ask, Mr. Garrett, what type of organized crime, you mentioned a gang of about 100, do you see in this area? Is it more of a gang-type organization, or do you see anything of a national level of organized crime?

Mr. GARRETT. We have information that they are trying to identify with other gangs across the country, but it is just more or less a bragging type of situation. In our city, we have kept a real close tab on the gangs, and we have no indication that there is any type of organized crime involved. It is just the small groups trying to wear their clothes a certain way as a symbolic thing, but right now we have kept close tabs on it to identify the so-called leaders. This frightens them away when they know that you know who they are.

We have been very fortunate so far where our problem has not been major, but it is just because we are having to spend a lot of man-hours and time on it. But as far as identifying with organized crime, no, sir, there have not.

Mr. HERGER. One last question, Mr. Rodriguez, you mentioned that you had observed the decrease in the price of drugs. In 1984, I think you mentioned that it ranged from $15,000 to $16,000 a kilo, and it dropped down here about a year ago to $12,000 to $15,000. With the anticartel activity in Colombia, you had seen it beginning to increase. Is that correct? About how much of a price increase do you see at this time? Could go into that a little bit more?

Mr. RODRIGUEZ. Yes, sir. Maybe 6 years ago, we were negotiating for a kilo of cocaine in an undercover capacity for figures of around $15,000 or $16,000. That began to decrease steadily through the years, and up to about a year ago, more or less, we could negotiate a kilo for $12,000 to $15,000 in an undercover capacity.

The one factor that seems to have driven up the prices has been the activity in Colombia. That activity has given thought to a lesser abundance of cocaine; consequently, prices are coming up. Right now, a kilo of cocaine may go for somewhere in the area of $20,000 in an undercover fashion.

Mr. HERGER. Thank you very much.

Chairman RANGEL. Thank you. The Chair, on behalf of the committee, would like to say we are honored by the presence of Federal Judge Renaldo Garzas and welcome him to our hearing. Thank you for being with us.

Commander Scott, I was a little surprised to hear that you have not seen the Federal dollars in antidrug money for your unit. We have some $25 million earmarked for antidrug efforts going into your State in the law enforcement area alone. If it is not getting to you, where could it possibly be going?

Mr. SCOTT. Well, do not take me to criticize where it is going. Much of the money is flowing to the local agencies to form multi-agency task forces.

Chairman RANGEL. It does not go directly to the local agencies.

Mr. SCOTT. No, sir. Our Governor's office, Office of the Criminal Justice Division administers those funds, and after hearing statewide testimony, developed a strategy that would call for the formation of those task forces.

Chairman RANGEL. I see. So you would be the commander of the statewide law enforcement, and another State agency would transfer the funds coming in from the Federal Government to the local law enforcement activities.

Mr. SCOTT. Yes, sir.

Chairman RANGEL. Very good. Chief Rodriguez, you received $600,000 today, a year late, but received it today. In New York City, that would only take care of 100 felons for a year in one of our State prisons or in our city prison systems. It is very, very expensive in New York City and our State to house prisoners. Would you or anyone have any idea how much it cost a year to keep one of these bums in jail?

Mr. RODRIGUEZ. Well, it was in the area of $19,000 and $21,000 a year.

Chairman RANGEL. Would anyone have an idea of how much it costs to keep one of these addicts in treatment for a year?

Mr. RODRIGUEZ. No, sir.

Chairman RANGEL. In New York, it runs from $10,000 to $18,000. Then, of course, our hospital officials would tell us that the children born addicted to drugs, the treatment costs them $1,500 a day, and any treatment they receive other than intensive care runs $600 a day. Now I have been sort of critical of the lack of priority that the war against drugs has received on the national level. I have not been successful in increasing the priority.

However, in view of our budget deficit, it seems to me that we are pouring billions of dollars, local, State, and Federal dollars, in incarcerating people and treating people. In my experience as a former Federal prosecutor, neither one of these systems is working. That is, the patient that is treated returns to drugs, and the inmate that is sentenced returns to jail.

So while you are fighting that fight, I would like to know whether you have any different experiences in the Southwest part of the United States in terms of the success of the treatment programs and the prison programs that operate. Let me try the Chief first since he got the money.

Mr. RODRIGUEZ. With regard to treatment?

Chairman RANGEL. Well, to prisons. I mean you investigate, you go undercover, you risk your life, you make the arrest, you get the seizure, you get the conviction, and you get the sentence.

Mr. RODRIGUEZ. And then you get him again. He will be back. We will arrest an individual two or three times before we fail to see him for some time.

Chairman RANGEL. You spent a great part of your life in Brownsville.

Mr. RODRIGUEZ. Yes, sir.

Chairman RANGEL. So you would see some of the kids that have been addicted and treated for drugs. Have you been able to see them go into treatment centers and still return to drugs?

Mr. RODRIGUEZ. The most obvious addicts are heroin addicts. We are, in a way, fortunate to have very few heroin addicts in the area. There are some, but they are well known and they are not able to shake their addiction. I have seen some of them go to treatment. I have seen some of them go to prison. I have seen some of them try several things, and they are still trying to shake that addiction.

Chairman RANGEL. Well, it seems as though we have some pretty expensive cures, treatments, and sanctions. But recently, our national drug strategist and coordinator indicated that in his professional opinion, he got the impression that great improvements have been made in this area. He did not attribute all of this success to himself because he said a lot more has to be done.

I have been searching in my town and around the country to look for this improvement. I would just like for any of you to share with me where you have seen either a reduction in the amount of drugs coming across the border, a reduction in the number of youngsters that are falling victim to drug abuse, improvement, perhaps, in the treatment where we find more sick people coming out whole and returning to work and making a contribution to society, or perhaps some improvement in the prison system that is returning to the streets better citizens than those that have been arrested and convicted. If any of you could share with me your experiences in this area, it would be of great benefit to the committee.

Mr. GARRETT. I would like to share with you my opinion. I have been in this narcotic investigation business for years, and it is like a revolving door. They go into the penitentiary, they come out, and they eventually die from overdose or in some kind of a drug war. But in Corpus Christi, I have seen a strong commitment to the DARE Program. I am convinced in 3½ or 4 years, we are going to start seeing the effects of our efforts put forth today in the area of education and prevention in drug abuse.

You go into the fourth and fifth grades and you teach the kids. You have to tell them that drugs are bad, and most of them already know that. But we are teaching them how to say no and how to be popular doing that. We feel that as they come into the middle school and into the high school area, if we can continue this effort that we will see the results in a positive way in just a few years, just give it time for it to cycle through.

I think this is the approach we need to take. We have been putting them in jail for years like a revolving door. Let us educate them and prevent it from happening. I think we can do that with the DARE Program.

Chairman RANGEL. Chief, I was impressed with your testimony. You had indicated that in your part of town, the kids do not have

much to look forward to as far as role models. Most of the people that have the ability to get out of town or out of those communities do so. Did I understand your testimony correctly?

Mr. GARRETT. Yes, sir. I am trying to put role models into these areas that are positive through these programs. In the past, it seems like the only way that they feel they could be successful is to get into the drug trafficking in some of these neighborhoods. But I think now we are working with different community activities, not only the police department, but in the school districts.

I think this is so important that the school district is starting to get involved in the education of drug abuse. We have the PADRES and different groups who have volunteers and the citizens. I think our community is fed up with what they are seeing occur. Again, I have a real strong commitment in the police department to educate our youth; and when they come out of high school, they can go into a fruitful life and enjoy the American dream without being involved in drugs.

Chairman RANGEL. Forgetting drug education, as important as it is, for the time being, in Corpus Christi do you have any idea what the retention of high school students, the percentage of kids that graduate from high school?

Mr. GARRETT. No, sir, I do not have that number.

Chairman RANGEL. Well, in order to fulfill the American dream, these youngsters will have to have some types of tools to work with. Would they not?

Mr. GARRETT. Yes, sir.

Chairman RANGEL. To get jobs, to be productive. The drug trafficker shows a way to ease the pain and to make a couple of bucks if you really do not have these tools.

Mr. GARRETT. I think that is where we have to come in and teach them and give them something to look forward to other than drug trafficking.

Chairman RANGEL. Well, we are here from the Federal Government—and when you hear this expression—we are from the Congress and we are here to help, most people laugh. But your commitment to education comes through all of your testimony, even though you are supposed to be a hardnosed, law-enforcement, send-them-to-jail type. Have you felt Secretary Cavazos has this same type of deep-seated feeling that we have to invest more into our youngsters? Further, have you felt that the Federal Government supports you in the effort to keep these kids in school and to give them working skills?

Mr. GARRETT. It is starting to move in that direction. Of course, I do not feel that we are getting the strong support that we should get. I do not think that we have the commitment that we need. We need a commitment from the Federal level and the State level, and we need to do this together. I have the commitment at local, and I challenge the Federal Government to give me the same commitment.

Chairman RANGEL. Well, I certainly agree and I know that all of you agree that the outstanding job you are doing, that our Nation could be better served if you did not meet these kids in your courthouses, if you did not have to send them to jail, and if you could spend more time with education and recreation facilities so that

their role models would be police chiefs, district attorneys, and State officials.

Meanwhile, we are going to investigate why the law enforcement money is being slowed down. We are going to commend your teams for the dedication and the courage that they have in making certain that law enforcement is respected. This committee is going to be reaching out to the private sector and asking them to come in as partners in this war.

I truly believe that being poor is not the problem if people can have the ability as you said, Chief, to dream to become a part of a productive society. Unfortunately, we have smashed those dreams in many of our communities and this gap is being filled by these vicious drug traffickers that have to be taught a lesson.

Let me thank this outstanding panel for taking time and preparing and delivering testimony that is very, very helpful to this committee. Any other questions?

Mr. ORTIZ. The only other question that I was going to ask, if I understand correctly, Chief, that if you were a betting man, you would do better by placing your money on a prevention program than putting it in a guy who is a two- or three-time loser. Did I understand correctly?

Mr. GARRETT. You hear right. I think that we need to put the money toward cooperation between law enforcement and the school districts to enhance our DARE Program into the senior high school level. That is what we need. I think prevention is the answer. It is obvious that the other is not working.

Chairman RANGEL. Mr. Herger.

Mr. HERGER. I do not have any more questions.

Chairman RANGEL. Thank you. We will be back and we hope that the news will be better, but we will be there with you. Thank you very much.

We will now hear from the Federal panel. Warren Reese, the coordinator of the Southwest High-Intensity Drug Trafficking Area for the Department of the Treasury; James C. Piatt, regional director, southwest region, U.S. Customs, accompanied by Jerry Padalino, the assistant regional commissioner for enforcement; Mike Williams, assistant commissioner for Border Patrol, Immigration and Naturalization Service, accompanied by Sylvestre Reyes, the chief of the Border Patrol; and Ruben Monzon, special agent in charge of the DEA, accompanied by Fred Ball, assistant special agent for DEA.

The staff has provided the committee with full copies of the written testimony, which will be entered into the record without objection. Each witness would feel free to either highlight their testimony or to share with us other views which may not be incorporated in the written statement. If the people from the media could move a little more swiftly, we could get the hearing started. Mr. Reese, welcome to the committee.

STATEMENT OF WARREN P. REESE, COORDINATOR, SOUTHWEST BORDER HIGH-INTENSITY DRUG TRAFFICKING AREA AND DIRECTOR, OPERATION ALLIANCE

Mr. REESE. Thank you, Mr. Chairman. In the 1990 version of the National Drug Control Strategy, as the committee is aware, the five high-intensity drug trafficking areas were designated. The Department of the Treasury was assigned responsibility for managing the implementation of the National Strategy in the Southwest border area. It also provided that a coordinator should be appointed to manage the coordination activities through Operation Alliance, which as the committee is aware, has been in existence since 1986.

I was appointed as the coordinator and the director of Operation Alliance, and for those reasons, the Assistant Secretary of the Treasury, Peter Nunez, who was invited by the committee to speak today, has requested that I represent him.

Before I review what I think are the principal features of the written testimony, Mr. Chairman, I would like to respond in a way to the testimony of Mr. Scott and others on the panel we just heard regarding the availability of HIDTA funds. I would like to report to the committee that as soon as we are finished here today, some of my colleagues here today and I will be flying to San Diego for a meeting of the Operation Alliance joint command group tomorrow, a meeting specially called, incidentally, to deal with the proposals for spending of the 1991 money allocated by Congress to ONDCP. That would be the $50 million for Federal agencies.

We are hopeful that we can get the funding proposals in shape to submit to ONDCP within the next 2 or 3 weeks.

Chairman RANGEL. What holds them up besides the Congress if the fiscal year starts in October? Is it the congressional delay, or what can we do to speed up that money getting out to the areas?

Mr. REESE. To be frank, Mr. Chairman, I do not think that there is anything that this committee can do. We, needless to say, have a vast area of concern here, geographically, politically, a large number of Federal agencies who are actively involved in the anti-drug effort in this area; and we necessarily rely on them to submit to us their views as to how money can be most effectively spent now. We solicited input from the agencies. We have that input. It has been organized for careful analysis.

The management of Operation Alliance has reviewed this information and we are presenting it tomorrow for comment with the expectation that we can get the proposals in shape to submit to ONDCP just as soon as we possibly can. I can assure you we are not delaying.

Chairman RANGEL. If you could share with us the result of that meeting, then Solomon Ortiz might be able to return and let the local and State officials know how successful it has been.

Mr. REESE. I would be happy to do that, Mr. Chairman. Moving from the $50 million for Federal agencies to the $32 million that has been allocated to the State and local agencies: As you are no doubt aware, there has been expression of great concern coming from State and local agencies about the adequacy and immediate

availability of funds to support their cooperative efforts with Federal law enforcement agencies.

As a consequence of that, there was a $32 million allocation included in the recently enacted appropriations bill. I, along with the tactical coordinators of Operation Alliance, will be meeting with Governors' representatives of the four States on Friday of this week in El Paso to hear their briefing to us. They have prepared a joint proposal, which I think is commendably a very efficient approach. Rather than have the competition that you might imagine might take place among the four States, they have gotten together and I think rationally concluded that the best approach for them is to cooperate.

So I expect that Friday we will be briefed on that proposal. There will also be briefings in Washington, so I think that that effort is going to move along quickly, too. I am encouraged about that.

Chairman RANGEL. Thank you for sharing that with us.

Mr. REESE. There are just a couple of points in my written testimony, Mr. Chairman, that I would like to emphasize.

In September of this year, there was a publication of the Office of National Drug Control Policy entitled "Leading Drug Indicators." You may have seen that. It was, I think, a very objective presentation which contained some promising indications, not that the drug war was won—obviously, it has not been won—but that there were some encouraging trends and attitudes of youth in certain sectors of American society, an attitude indicating antagonism toward drugs and the use of drugs.

Chairman RANGEL. You can spend as much time as you want expanding on that because I am thoroughly familiar with it, and I want to leave believing that a lot of progress has been made. So if you can be more specific than the subjective attitudes about youth, which is very difficult to measure in any legal or political way, it would be very helpful to this one Member.

Mr. REESE. Mr. Chairman, I am sorry that I cannot be more concrete and specific. These attitudes, I think, were the result of a canvas of high school age, junior high school age kids, in selected areas in the United States. Unfortunately, I did not participate; and I have not had access to the specific plan of canvass.

Chairman RANGEL. Mr. Reese, I am certain that members of the previous panel will tell you that the problem lies with those kids that are not in high school. I want to thank Mr. Bennett for giving us hope, and so anything positive that you have to say that can prove that I am mistaken in saying that we are losing this war will be appreciated. The subjective attitudes of high school kids as surveyed by unknown sources hardly gets me reelected. We are in Brownsville to take back to Washington any information you have relating to the drug problem here.

Mr. REESE. You appear to me, Mr. Chairman, to be very, very well informed. I believe that I was, how should I say, guarded when I mentioned that report. If it is true that there is an increasingly negative attitude on the part of youth toward drugs in any sector of American society, that is a positive indication, although it is not the winning of any battle.

When I think about the problems existing in metropolitan Los Angeles, which is my place of origin, and in the city of New York, which I have visited from time to time, not to mention other large cities in the United States, where a very complex combination of circumstances come together to aggravate the problem, I do not know if there is a basis for being encouraged about what is happening there. I could not speak with regard to those conditions.

In any event, in this publication that I mentioned, there was an indication further that the purity of cocaine had come down, that the cost of cocaine had gone up. I do not think there is any question but that there has been a reduction of supply of cocaine in this country over the past few months. I do not think that that means that the supply of cocaine is going to finally slow down and finally disappear, not at all.

Chairman RANGEL. I am sorry to interrupt you, Mr. Reese. You said that there is no question that there has been a reduction in the amount of cocaine available in the United States.

Mr. REESE. In the purity of cocaine.

Chairman RANGEL. But in the amount of cocaine, what would your figures indicate?

Mr. REESE. I could not, Mr. Chairman, specify the differences in the amount of supply. The indications of a reduction of cocaine are an increase of price and reduction of purity. Those are indications of a reduction of supply. Over the last several months, until just recently, there have been no major seizures of cocaine. The 40,000 pounds in Silmar, a suburb of Los Angeles, was seized, I believe, in 1989. Then the large quantity that was seized in this area also, I believe, was seized in 1989. Is that correct?

In the past several months, we have been very interested in the fact that there have been no large quantity seizures of cocaine until just the past few weeks. There were some 8,700 pounds seized at the port of entry in Otay Mesa in southern California, in a propane truck. There were some 4,000 pounds, approximately, seized near Nogales in Arizona just a few weeks ago.

Chairman RANGEL. They have had a 12½-ton seizure by Customs. Commissioner Hallet just told me over the phone about a recent 12½-ton seizure.

Mr. REESE. In the past few weeks?

Chairman RANGEL. Yes.

Mr. REESE. Yes. That is what I am trying to indicate.

Chairman RANGEL. Twelve and one-half tons?

Mr. REESE. An enormous amount, no question about it. What I am trying to say, Mr. Chairman, is that over the past few months, there has been a reduction in seizures up until the last few weeks. We have had information that large quantities were being staged in South America for movement into Mexico and into the United States. Something has happened in the past few months that is very difficult, if not impossible, to account for.

Chairman RANGEL. Pardon my interruptions because I sometimes am not following all that you are saying. I really thought that it was a tremendous increase in the amount that is coming into the United States, an increase on what is in the streets, and an increase in seizures, and an increase in the techniques to devel-

op how to get more of those seizures. So I really thought that things were kind of bad.

Mr. REESE. They are bad, Mr. Chairman. I was simply trying to trace the trends in seizures.

Chairman RANGEL. I see. I missed the wrong part of the trend.

Mr. REESE. Over the past few months, up until about 1½ months ago, there had been a falling off.

Chairman RANGEL. I understand.

Mr. REESE. I have talked with local law enforcement officers in midyear who have stated to me that the price of cocaine has been going up, that there is less on the streets. People are having to travel farther to obtain cocaine. Now that was as of midyear, Mr. Chairman. I am not suggesting to you that at this moment, the flow of cocaine has stopped. Certainly not.

There was a period this year, however, when the supply appeared to be reduced. Purity was down; price was up.

Chairman RANGEL. I agree with you in that there is a tremendous disruption in the flow of cocaine trafficking.

Mr. REESE. Over the past several months, I have spent a great deal of time on the Southwest border in all of the four States. It appears to me that we are engaged here in something akin to a guerrilla war. We are in combat against well-entrenched, well-organized trafficking groups. These groups have flexibility, mobility, and versatility. They are well supported with manpower, equipment, and seemingly endless financial resources.

On our side, we have the talent of the Federal, State, and local civilian law enforcement agencies. We have the special expertise, personnel, and equipment of the Department of Defense. Their personnel support us in our initiatives. Joint Task Force 6, headquartered in El Paso, the Department of Defense's coordinating command, recently celebrated its first birthday. I want to take this opportunity to commend the spirit and strength of JTF-6's support.

We continue a balanced approach, which I believe is necessary in fighting the war against drugs, encompassing both the demand and supply side of the problem. I believe that although we probably, or definitely, will not be able completely to eliminate drugs from our society, we can control the problem through a combined effort.

Unfortunately, whereas the traffickers can immediately draw upon their various resources, we must calculate delays in bringing into the field the resources necessary to combat drug trafficking organizations. To a degree, some of these delays are to be expected in an ordered and systematic form of government such as ours. However, we should be sensitive to the necessity for timely and adequate deployment of civilian and military assets and be alert to ways to expedite mobilizing our capabilities to give us the immediate response capability we need to be effective.

We must anticipate, too, Mr. Chairman, that as we become more successful at the ports of entry through the use of improved technology, for example, in deterring smuggling through the ports, the traffickers will emphasize efforts between the ports where adequate staffing of the Border Patrol, for example, is imperative. If I could just stop for a minute to point out that although the staffing of the Border Patrol, I believe, has been authorized at some 3,600

agents, the financial ability to hire agents to fill these positions simply does not exist at this time.

I suspect you probably have done some traveling along this border; it is approximately 2,000 miles long, every conceivable kind of terrain. The problem of reconnaissance, surveillance, interception between the ports of entry is simply enormous. Improvements in technology will help us in that regard; for example, radar surveillance.

I think also I would like to mention that Operation Alliance is engaged in an effort to develop an intelligence and information sharing program in the Southwest border area, which I am very hopeful about. I think from a technological point of view, it will not be an enormously difficult task. I think that the difficulty will be to negotiate a cooperative agreement and attitude among all of the Federal, State, and local law enforcement agencies who are concerned, so that we can have essentially a uniform system which will be available to all law enforcement personnel to aid them in their tactical operations in the field.

Mr. Chairman, thank you for giving me the opportunity to address the Committee, and I would be happy to answer any questions you might have.

[Prepared statement of Mr. Reese appears on p. 87.]

Chairman RANGEL. Well, let me thank you, Mr. Reese. We will now hear from Mr. James Piatt, regional commissioner of Customs.

STATEMENT OF JAMES C. PIATT, REGIONAL COMMISSIONER OF U.S. CUSTOMS SERVICE, SOUTHWEST REGION

Mr. PIATT. Good morning, Mr. Chairman and members of the committee. The southwest region of U.S. Customs covers the Arizona, New Mexico, and Texas portions of the Mexican border.

Welcome to Brownsville, one of the Customs Service's busiest and most important ports of entry. I appreciate the opportunity to appear before this committee today to talk about the role our agency plays in Operation Alliance, in the nationally designated HIDTA's, and the war on drugs. I would like to give you some idea of the magnitude of the drug smuggling problem on the Southwest border.

Last fiscal year, customs officers in the southwest region seized over 130,000 pounds of marijuana and more than 23,000 pounds of cocaine. This year, we note an increase in heroin trafficking on the southern border. Smugglers continue to use every method imaginable to bring narcotics into this country. We are doing the best we can to outthink them, to outsmart them, and to be there before they get there. We believe we are being effective.

A discovery by customs agents last May of an underground drug smuggling tunnel at the Arizona-Mexican border was a good indication of the elaborate and complex lengths the smugglers have been forced to go to in order to avoid law enforcement.

This year we have employed a number of techniques and special operations to further thwart smuggling operations. For example, we have enlisted the aid of the National Guard to help us search cargo trucks at border import lots. At present, we have Guard

members assigned at all major ports of entry on the southern border.

Beginning in November, customs initiated another unique operation along the southern border. Code named "Short Stop," this special operation included the temporary reassignment of 100 customs inspectors, 20 customs canine enforcement officers, and 145 members of the National Guard from other locations to high-risk ports of entry on the southern border. The results of this additional staffing have been phenomenal. Let me give you some validating statistics.

In November of 1989, customs officers in the southwest region seized approximately 8,000 pounds of marijuana. That was one of our best months in history in the past. This November, with the additional assistance of Operation Short Stop personnel, we seized over 22,000 pounds of marijuana for the same period of time. Our cocaine seizures have also shown an increase over the comparable period last year.

Additionally, and I think of significance, under Short Stop, customs inspectors seized over 9 pounds of heroin this month.

Chairman RANGEL. If you could put a pennant in your testimony, would you not say that there has been an annual increase of drugs coming across the border?

Mr. PIATT. Well, to answer that, I would agree with Mr. Reese and, in fact, I think the amount of cocaine in the last year has decreased as far as coming into the United States, and I think for two reasons. I think what has happened in Colombia, as the police chief——

Chairman RANGEL. No. Your testimony is that in your professional opinion, there is a decrease in the amount of cocaine coming into the United States in 1990 from that in 1989.

Mr. PIATT. Yes, I would say so. I think that the price on the streets has had a reflection of that, I think the purity issue. The Colombian Government has done a lot to clamp down in Colombia. Also, the Mexican Government has done a tremendous amount this past year, something that we had never seen before.

Chairman RANGEL. Seizures would be an additional signal.

Mr. PIATT. Yes. Inside of Mexico, they have seized a tremendous amount of cocaine and marijuana, also. So I think that that has had a bearing.

Chairman RANGEL. Well, I know it is only guestimates, but what would your estimate be on the amount of illegal drugs on the streets? Do you still use 10 percent of the seizures as an indicator?

Mr. PIATT. I do not think I can give you a good answer on that, Mr. Chairman. It would be a wild guess.

Chairman RANGEL. OK. I wish I had my local and State people back here. If they are here, I hope that they are able to share with the committee, in an official way, as to whether or not they feel there is a reduction in the amount of cocaine that is on the street. I am sorry for the interruption.

Mr. PIATT. No problem. What I had left off with, Mr. Chairman, was the 9 pounds of heroin that we seized this month. It does not sound like a lot, but that is more than we seized all last year, so there is something happening there, also.

As you can imagine, we are quite pleased with the remarkable results that we have achieved in only 1 month. The ability of our special agents to conduct drug smuggling investigations under the provisions of title 21 of the United States Code is one of the strongest elements of Customs' overall southern border drug enforcement strategy.

The DEA has cross-designated 322 customs agents in the southwest region. We have been pleased with the success of the cross-designation program thus far, and feel that this authority which we now share with DEA has in a real sense augmented the Army in this war on drugs. No agency is fighting the drug war singlehandedly, and no agency is going to win this war singlehandedly.

In consideration of that, the Customs Service has taken its role in Operation Alliance very seriously from the outset. Since 1987, we have conducted our own cross-designation program, one that is designed to provide State and local law enforcement officers who encounter or investigate drug smugglers with the ability to exercise customs' unique search and arrest authority in certain law enforcement situations.

In support of these multiagency operations, customs has distributed in excess of 500 voice private radios to State and local agencies. At present, we are active participants in at least 14 major multiagency task forces and combined border smuggling groups. Participation with local agencies has become the norm, rather than the exception.

A historical mission of the Customs Service has been the protection of U.S. borders from the introduction of contraband. The interdiction of narcotics remains one of our top priorities, and in today's world that is closely tied to stricter enforcement of currency-reporting requirements and laws related to money laundering.

Drugs and money are inextricably linked. We have intercepted large amounts of currency being smuggled both in and out of the country. Last April, here in Brownsville, customs officers seized $2.4 million in one seizure of unreported currency as it was being taken out of the United States into Mexico. That is an example of the type of illicit currency movements which are becoming more and more commonplace.

In June, Customs and IRS concluded a 21-month undercover operation here in Texas, code-named Vagabond, which targeted casas de cambio—those are the money exchange houses which are engaged in money laundering. Under Operation Vagabond, undercover Customs and IRS agents laundered $1.6 million through suspect businesses. These businesses believed the money to be proceeds from narcotic sales. They either falsified or failed to submit financial reporting forms. At the conclusion of the operation, 27 exchange house operators were arrested for violating U.S. currency laws.

These special operations and investigations take time; they take money; and they require additional trained personnel. We have been pleased to receive the additional funding that has been directed at us because of the new high intensity drug trafficking area designations. Though we have not received HIDTA funding yet for this fiscal year, we look forward to putting our allocation to good use.

That concludes my remarks, Mr. Chairman, and I would echo the comments made earlier that this war can only be fought and won by having education, interdiction, and prosecution, all as part of a triumvirate.

[Prepared statement of Mr. Piatt appears on p. 92.]

Chairman RANGEL. Thank you. Mike Williams, the Assistant Commissioner for Border Patrol.

STATEMENT OF MIKE WILLIAMS, ASSISTANT COMMISSIONER FOR U.S. BORDER PATROL, IMMIGRATION AND NATURALIZATION SERVICE

Mr. WILLIAMS. Thank you, Mr. Chairman. It is a pleasure to be in front of you once again in another hearing involving this very serious plague that is tormenting our country. I would like to thank you and members of the committee for this invitation to speak with you, and I appreciate the opportunity to provide you with information about the problem of drug smuggling and the Immigration and Naturalization Service's role in drug interdiction along the Southwest border.

The primary mission of the Border Patrol is control of the U.S. border, primarily focusing on illegal entry of aliens. Interdiction of drugs, weapons, and other contraband is the secondary mission of all routine Border Patrol operations. The Border Patrol also, during this fiscal year 1989, apprehended 1.1 million illegal aliens entering the United States, an increase of almost 24 percent over last year. In addition to that, the Border Patrol made 4,600 seizures of illicit drugs, with an estimated street value of $830 million. In the first three quarters of fiscal year 1990, the Border Patrol seized over $23 million in drug-related currency, and over 2,500 weapons.

Under Operation Alliance, the U.S. Border Patrol has been designated with the primary responsibility for drug interdiction between the ports of entry on the southern land border. The Border Patrol's strategy for drug interdiction makes full use of our personnel resources and the extensive sensor and communications networks and other specialized equipment and facilities designated to support our primary mission.

Most of our Border Patrol agents have been trained and cross-designated by both DEA and Customs with limited title 21 and title 19 authority. Border Patrol canine teams are used to detect and locate concealed drugs and people at our traffic checkpoints and between the ports and to support local law enforcement agencies in border communities. The level of cooperation between the Federal, State, and local law enforcement agencies along the Southwest border, in my opinion, is better than it has ever been.

INS is a charter member of Operation Alliance and one of the five agencies represented on the Operation Alliance permanent staff. We are strongly committed to interagency cooperation. INS special agents, in some of our cities, participate in metropolitan enforcement groups, targeting drug traffickers and drug organizations in border communities and pursuing, in many cases, leads developed from interdiction along the border.

The patrol has participated in numerous Operation Alliance mobile corridors in detailing additional personnel and resources to

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designated border areas for a limited time to respond to areas of increased smuggling. INS assists the U.S. Customs Service at ports of entry to interdict drugs being smuggled through the ports of entry in commercial cargo and private vehicles and on the persons of border crossers.

In fiscal year 1991, INS is requesting HIDTA funding for the acquisition of additional night vision and other specialized equipment, special operations and security enhancements at the border and at Border Patrol traffic checkpoints. The Border Patrol has received considerable support from the Department of Defense which, as previously mentioned here this morning, is coordinated through Operation Alliance and JTF-6 in El Paso.

Mexico is seen as a safe haven for criminals fleeing from U.S. enforcement agencies. The close proximity of the border makes communities vulnerable along the border to criminal gangs and organizations based in Mexico. The Border Patrol has cooperated with local law enforcement agencies to respond to unique border crime problems. Occasionally, this includes coordinated efforts with Mexican law enforcement agencies.

Violent encounters by our officers during routine patrol and special operations have increased in intensity and number in recent months. During fiscal year 1990, the Border Patrol was involved in 468 armed encounters, which was an increase of 30 percent over the previous year.

The Immigration Service is pleased by the enactment of the recent legislation to give Border Patrol agents and other enforcement officers with INS general arrest authority. This authority is necessary for our border control mission and enhances our ability to contribute to interagency task forces dealing with drug trafficking and other serious crimes involving illegal aliens. We are working to provide necessary training and issue appropriate regulations and instructions to put this new authority into action.

We are also pleased that this legislation included provisions to expedite deportation proceedings for those aliens convicted of an aggravated felony by restricting various forms of discretionary relief from deportation. With these changes, we will be able to move criminal aliens through exclusion and deportation proceedings more expeditiously while they are incarcerated for their crimes and remove them from the United States immediately upon release from prison.

Secure communications between agencies are essential to the success of drug interdiction and indeed for the success of the INS mission for border control and immigration enforcement. INS is implementing the first steps in the conversion of our radio communications systems to secure interoperable equipment and providing secure telephone communications to all Border Patrol sectors and INS district offices. These initial steps will give us a minimal level of secure communications along the entire Southwest border.

Mr. Chairman, in closing, I would like to emphasize the fact that drug interdiction is only one part of the solution to this Nation's drug abuse problem. The National Drug Control Strategy sets important objectives for the expansion of drug treatment and education, enhancements to intelligence, and research and development, improvements to criminal justice system procedures and resources

at all levels, and appropriate assistance to source and transshipment countries. Only a sustained and coordinated effort can get the job done.

We are proud of the contribution which the Border Patrol and INS are making to this vital national effort, and I would be glad to respond to any questions you might have. Thank you.

[Prepared statement of Mr. Williams appears on p. 100.]

Chairman RANGEL. Thank you very much. We would like to hear now from Mr. Monzon.

STATEMENT OF RUBEN MONZON, SPECIAL AGENT IN CHARGE, HOUSTON FIELD DIVISION, DRUG ENFORCEMENT ADMINISTRATION, U.S. DEPARTMENT OF JUSTICE

Mr. MONZON. Good morning. Thank you, Chairman Rangel and members of the committee. I appreciate the opportunity to be here this morning to address the drug situation, drug trafficking problem, drug abuse problem in the Texas-Mexico border.

As special agent in charge of the Drug Enforcement Administration, I have jurisdiction and responsibility from Beaumont west through Waco to El Paso and all the areas to the south. The division is divided into four districts: Houston, San Antonio, El Paso, and McAllen. It has seven resident offices and two posts of duty.

Within the Houston division, the McAllen district office, with resident offices in Brownsville and Corpus Christi, has jurisdictional responsibility over the largest portion of the Texas-Mexico border and a considerable portion of the Gulf of Mexico.

The drug problem along the Southwest border is multifaceted. Law enforcement in this area is faced with combating the importation of drugs that originate within Mexico, the transshipment through Mexico of drugs from other source countries, and transit through the McAllen district in the Houston field division of drugs destined for the markets through the United States.

Smuggling occurs across the Mexican border into the United States by water, land, and air. Heroin, cocaine, and marijuana are the prominent drugs involved in trafficking and abuse problems along the Southwest border. Mexico is a major source for both traditional Mexican brown and black tar heroin. Purities of black tar heroin encountered along the border have increased substantially in recent years. It is not unusual to find purity levels as high as 80 percent.

The Southwest border, in particular the Texas-Mexico border area, has become a major entry point for large quantities of Colombian-produced cocaine which are brought to Mexico for transshipment into the United States. Colombian cartels have aligned themselves with major Mexican transportation organizations and often stockpile large quantities of cocaine at various points along the border of Mexico.

Marijuana along the Southwest border is abundant and of Mexican origin in almost all instances. There is little, if any, domestically grown marijuana encountered in this area. The complexity of the drug problem along the border requires a multifaceted enforcement effort to combat both trafficking and abuse. In recognition of

this situation, the Southwest border has been designated as one of the five high-intensity drug trafficking areas.

In conjunction with this designation, multiagency efforts currently ongoing on the border area will be enhanced in 1991 as part of the Southwest border HIDTA. This concept will target its efforts specifically at drug threats posed along the border and will comprise personnel from the Drug Enforcement Administration, as well as other Federal, State, and local agencies.

The DEA promotes a task force concept, primarily in the border area, and currently works in cooperation with the Organized Crime Drug Enforcement Task Force, or OCDETF, and several other task forces along the border and the gulf coast area. State and local task forces are presently located in San Antonio, Loredo, Corpus Christi, and a Federal task force is located in McAllen, TX. In other areas, DEA works cooperatively with representatives of the Texas Department of Public Safety, as well as numerous sheriff's offices and local police departments.

Routine cooperative efforts in the border area expand to the Federal level, where DEA is involved in a number of joint investigations with the Federal Bureau of Investigation and numerous U.S. Customs Service agents who have been cross-designated with title 21 authority to work jointly with DEA in drug investigations.

DEA continues to serve as one of the members of the joint command for Operation Alliance, which was established in 1986 to address smuggling across the United States-Mexico border. In addition to the apprehension of major traffickers, DEA also pursues the seizure of drug assets. This has proven to be a highly effective means of disrupting the activities of criminal organizations because it deprives the traffickers of the monetary resources needed to operate and it reduces their power base.

While DEA continues to actively pursue enforcement efforts along the Southwest border, we are also concerned with reducing the demand for drugs in local communities. Our demand reduction effort is directed at developing and implementing drug prevention and drug education programs.

In conclusion, the effect of drug trafficking and drug abuse has reached beyond the major and secondary cities and now plagues our rural areas, as well as our border towns, with equal intensity. In 1991, the Drug Enforcement Administration anticipates an increase of resources which will better enable us to continue our cooperative commitment with Federal, State, and local agencies to arrest drug violators, seize drugs and assets, and assist in demand reduction efforts.

I thank you, Mr. Chairman, and members of the committee. I will be glad to answer any questions that you may have.

[Prepared statement of Mr. Monzon appears on p. 107.]

Chairman RANGEL. Thank you very much. Mr. Ortiz?

Mr. ORTIZ. Thank you, Mr. Chairman. What does your intelligence tell us about heroin and cocaine? I mean 18,000 pounds is a lot, and that is just what we catch. How much gets through that we do not seize? Does your intelligence tell you it is going to get worse?

Mr. MONZON. Well, we have seen, as far as cocaine, purity has decreased. The price has gone up. However, we see some things in

Colombia that have had an effect as far as disrupting some of the traffic and organizations in Colombia. Mexico has made a lot of seizures over the last 6 months, last year. There are other markets the traffickers are looking for. They are going to Europe, that type of thing.

However, the addicts are still getting the drugs they desire. We have not seen addicts that are panicking for drugs. Some of them are continuing to use cocaine. Others, however, are switching to other drugs. We are seeing an increase in heroin. We are seeing more addicts using heroin. Some of the drug addicts are changing from cocaine and using heroin.

Black tar heroin; we have seen an increase along the Southwest border and in Houston, where a lot of the drugs go for distribution to other parts of the country. We recently had a 10-ounce seizure of black tar heroin in Houston, TX; a 16-ounce seizure in McAllen, TX. This is an indication of the availability of the black tar heroin. Traditionally, traffickers have not sent large loads of heroin across the Mexican border. A 10-ounce, a 16-ounce seizure of heroin has been a large seizure.

Mr. ORTIZ. Are you satisfied with the manpower, the agents that you have here in the Brownsville area? This is the most southern point in our Nation.

Mr. MONZON. Currently, the manpower we have in Brownsville is, to me, not sufficient. I have decided, with our 1991 resources, to increase by 50 percent the manpower that I have in this area. Right now we have approximately 75 agents from Brownsville all the way to El Paso. Hopefully, I will have at least 20 more assigned if 1991 resources reach our area as they are supposed to.

Mr. ORTIZ. Do you see the Colombians moving into south Texas? Are they here, or are they in the northern portion of Mexico?

Mr. MONZON. Well, Colombian trafficking organizations have moved to southwest Texas. They moved to Houston, where they have set up bases of operation. Houston is more centrally located. They will come down to the border for the importation and work with traditional smuggling organizations in this area. But a lot of them will come to Houston and set up a base of operation there because once the drugs come in, they are transported into the Houston area, where they are distributed to other parts of the country.

Mr. ORTIZ. Thank you, Mr. Monzon.

Mr. Williams, I hear a lot of talk sometimes that the illegal aliens entering our country are being organized by the drug traffickers to bring drugs into our country. Is this a fact?

Mr. WILLIAMS. I think it occurs. I do not think it is occurring at an alarming trend. I believe that in many ways, you cannot separate illegal aliens from narcotics because you need someone to transport it across, especially if it is between a port of entry versus a point of entry where documents are more thoroughly checked. Certainly, there is an organized effort and illegal aliens are involved, but I cannot give you facts that we have seen an alarming increase in it.

Mr. ORTIZ. Are you beginning to see some very serious confrontations and shootings at your border checkpoints?

Mr. WILLIAMS. We are seeing an increase in armed encounters; and we are, unfortunately, seeing an increase in the willingness for some of the smugglers to use violence to either escape or to get their contraband through.

Mr. ORTIZ. Mr. Piatt, the U.S. Customs Service cross-designated approximately 1,000 agents as DEA agents to work on drug interdiction. Has this cross-designation hurt Customs operations at ports of entry?

Mr. PIATT. No. The cross-designation of Customs agents with the DEA authority, title 21 authority, has helped us in the regard of being able to take their cases and being able to develop them and do something with the cases. So we think it has been of significant benefit.

Mr. ORTIZ. One of the questions that business people ask me frequently is "When are we going to get some more import specialists?"

Mr. PIATT. I have good news for you there, Mr. Congressman. We have decided to set up an office in Harlingen to service the lower Rio Grande Valley. We will have import specialists there probably by spring, I would say early spring. Initially, we are going to start off with about four people and we will see what the proper number of staffing is. But that, we feel, will significantly address their issue of having an office locally instead of having to drive all the way to Loredo every time they need to conduct that type of business.

Mr. ORTIZ. I always thought that made a lot of sense. We appreciate your help. Thank you, Mr. Chairman.

Chairman RANGEL. Thank you. Mr. Herger.

Mr. HERGER. Thank you very much, Mr. Chairman. Mr. Piatt, if you could, tell me to what degree do we have illegal drugs coming in by clandestine air traffic as compared to by land now. Has that changed over the last few years?

Mr. PIATT. It has changed in some degree from the fact that our air program, I think, has been very effective. The aerostats that we now have deployed in many locations along the southern border have, in fact, been deterring some aircraft from trying to challenge it. The trend that we have seen in the past year or so has been for the aircraft to land in northern Mexico and to then get the narcotics across by land.

Mr. HERGER. Have you seen much change over the last few years?

Mr. PIATT. Well, the threat is there.

Mr. HERGER. Whether it is landing in northern Mexico or actually flying into the United States.

Mr. PIATT. It is still there. The threat is very, very strong. The only thing, as I mentioned to Congressman Rangel earlier, is that, in fact, the stepped up efforts by Mexico and Colombia have helped. But the demand is there, and as long as the demand is there, there is going to be somebody trying to bring it in.

Mr. HERGER. One more question to whoever would want to answer it, perhaps Mr. Monzon. It is a very sensitive question. When we are dealing with such astronomical amounts of money as we are in the drug trade, there is always that temptation occasionally for a law enforcement officer or public official to perhaps become involved. In the United States, to what degree do you see

that as a problem? Have you seen much of that here in the United States?

Mr. MONZON. About public officials, sir, you are talking about?

Mr. HERGER. Public officials, law enforcement. Has anything of this sort come to light? To what degree does it?

Mr. MONZON. I have not seen any here in my division as far as drug enforcement agents. We have checks and balances. What money is seized is immediately transported by two agents. Money is transferred from cash into cashier's checks, which makes the theft availability less. We have seen, though, the increase in funds has an influence on some of the businesses, and some of the people working in the businesses and corruption as far as temptation of banking officials and getting involved in handling the money and perhaps not filing the required documents when money is brought into businesses for some of these drug organizations.

Mr. HERGER. So you see it more as a secondary type of maybe businesses not reporting. Mr. Piatt, do you have any other comment?

Mr. PIATT. We have a very strong and very active internal affairs division and we, in fact, have had several instances over the past year when we have had officers that were involved in passing loads or in somehow passing information. While we regret that, we hope that the problem is minimal. But the problem of a dirty officer is that they can pass an incredible amount of narcotics.

So I think each agency along the border tries to be as vigilant as they possibly can with the officers that they have because one vehicle, if you happen to look the other way at one vehicle, it could have 600 pounds of cocaine in the trunk, just one vehicle going down the road.

Mr. HERGER. Thank you.

Mr. ORTIZ. Let me thank this panel. There has been a tremendous improvement in not only the cooperation between the Federal agents in sharing intelligence and working together as a law enforcement team, but I am impressed with the cooperation between local and State officials.

I have problems with the lack of success in interdiction. I really think that is one of the weak links in our war, not because of lack of dedication on the part of Customs or Border Patrol, but because of the nature of the trade and our borders.

Of course, as Congressman Ortiz has pointed out, since we can only deal with guestimates in terms of the amount seized, the purity on the streets, it is difficult coming from a city as I do, as Mr. Reese pointed out, to see an increase in the demand for treatment, an increase in the arrests, an increase in violence, an increase in our emergency wards in our hospitals in what they believe are drug-related illnesses, an increase in the population of our jails, an increase in the dropout of kids in our schools, and to believe that there is a decrease in the amount of drugs available.

But since I started this guessing game 25 years ago in guessing how much was coming into the United States, I guess any more positive guess is just as good as anything else. But we do recognize that we do have to cut down the demand.

Has anyone ever dealt with the question of these money exchange houses in suggesting Federal legislation? Mr. Reese, does

Treasury have a handle on what you need to control the money laundering at these sites?

Mr. REESE. A handle, per se, I am not——

Mr. ORTIZ. Recommendations to the Congress?

Mr. REESE. There is an organization, Financial Crimes Enforcement Network. FINCEN is the name of it. Earlier this year, we had a 2½-day conference in Alexandria on the casa de cambio issue, and collaterally, the issue of the check-cashing houses in the larger cities, money orders, and so on, which we think are involved in the money laundering process.

We invited representatives of State governments, also, to express their views regarding improvements or changes in State legislation and perhaps some uniform legislation among the States that would aid in dealing with the problem.

Chairman RANGEL. Does Texas regulate the casa de cambios?

Mr. REESE. I do not know.

Mr. PADALINO. Sir, if I may. I am Jerry Padalino with Customs. There are no current regulations that would make the houses conform to any Federal statutes. The casas de cambio are controlled by the State. A bill is now before the State Congress to try to enact further regulations on the casas de cambio.

Chairman RANGEL. That would not preclude us, though, from having Federal regulation, would it?

Mr. PADALINO. No, sir. It would help it as a State-regulated service that the States also had a regulation.

Chairman RANGEL. Well, we were thinking about introducing legislation. It would be helpful if you could check with Treasury and see whether you support it or not if, indeed, we were going to move in that area, how we could be most helpful. Then we will get out to the States and get their attitudes about it.

Mr. REESE. I think there will be proposals forthcoming from the Treasury Department on that issue, Mr. Chairman. It was my impression that there was work being done on that.

Chairman RANGEL. Who would be the person that would be most familiar with what is happening in the Treasury Department in the area of antinarcotics efforts?

Mr. REESE. Antinarcotics?

Chairman RANGEL. Yes.

Mr. REESE. We are off the money.

Chairman RANGEL. Well, I consider money laundering a part of the narcotics. But I am just dealing specifically in Treasury. Who is the person that really coordinates this effort for Treasury?

Mr. REESE. It would be Pete Nunez, who is assistant secretary for enforcement. There is another official—I am not sure what her specific title is, but Amy Rednick is very familiar with the financial implications.

Chairman RANGEL. You know, I just do not recall seeing or hearing too much about this subject from Secretary Brady, and I am certain that I have missed a lot. But he is supposed to be one of the front line leaders in this, considering the broad jurisdiction of Treasury. I have sort of missed hearing his voice, but this hearing might stimulate some exchanges as to what we have missed that he has been doing and we could work more closely together.

Mr. REESE. I will bring that to the attention of Mr. Nunez, Mr. Chairman.

Chairman RANGEL. And we will bring it to the attention of the Secretary because after all, it is from him that we get the inspiration for Mr. Nunez and others.

Mr. Monzon, you had indicated that you hope to increase the DEA agents in this area by 50 percent. Very, very few people in this country are aware, because of the dedication and the great reputation that has been earned by the DEA, that the total number of agents, men and women in the United States and in 44 countries, is limited to 2,800.

We have tried desperately in the Congress to try to have that number increased proportionately, not to the problem, but certain to the workload and the responsibilities that are being assumed by your offices. I was pleased with the staff, as indicated, that in 1991 we hope to see a rather dramatic increase in the number of agents. Could you share with me your views on this?

Mr. MONZON. Well, right now we have the positions, sir. We have an active recruitment program. We met with the administrator about 4 weeks ago, Administrator Judge Bonner. We are looking at ways to streamline the recruitment process and streamline the process by which we bring the agents right now. We recognize right now that the process between the times applicants have been identified and finish the school is quite lengthy. That is one thing we want to reduce.

Another thing that is affecting us is our training academy. Right now we share space at Quantico with the FBI. Another thing we are looking forward to getting done is to having our own academy established and perhaps having a facility that DEA can use solely to train its agents. I think that will enhance what we are doing.

Chairman RANGEL. I spoke at the last graduation class at Quantico, and I left with the impression that the DEA salaries and pension benefits are not competitive with some of the major cities' police departments in terms of recruitment.

Mr. MONZON. You are actually correct, sir. In some areas, the State and local officer is making more money than drug enforcement agents. Recent legislation hopefully will help us increase the salaries somewhat, but it will not help us reach the levels that our State and local counterparts in some areas are making. That is a deterrent to hiring and attracting the qualified applicants that we need to address the drug threat and the drug war in this area, in this country.

We need people with specialized interests, accountants, pilots, and there is more money to be made elsewhere. So we need to be competitive with the market, the outside market to attract the right number and the high caliber of people that we need. Although, I must say that the people we hired over the last few years have been excellent.

Chairman RANGEL. There is no question about it, but I believe people join the DEA because of your reputation, and that is a credit to the work that you do. But it is really a shame that you have to consider taking a paycut to be a part of the Federal team.

Mr. MONZON. I agree.

Chairman RANGEL. I wish I could walk away from this hearing saying that all I hear from the Attorney General, is that we ought to pay more to our Federal DEA agents, but I have not heard those sentiments. I suspect his comments in articles and in speeches that he has given, that I have not been privy to, address this issue. But certainly, I would think that as the Attorney General of the United States, he would want not only to have the finest bunch of men and women who are dedicated to law enforcement on the Federal level, but who also receive competitive salaries.

So I know that this did not come from your lips, but certainly we will include it in some kind of way in our report that if we want the best, we should be able to afford to pay for it.

This has been an outstanding panel. We want to thank you for making us——

Mr. ORTIZ. Could I have one more question?

Chairman RANGEL. I am terribly sorry. Yes.

Mr. ORTIZ. Some time back, and Mr. Piatt can help me, I was in the area. As we try to better our relationship with Mexico, I asked the city police officers and the chief of police about working together. He said that there have been times when the locals have been able to chase in hot pursuit across the border and arrest guys who have stolen cars and bring them back.

When I was here, it just so happened—and I do not know the entire story—but I understand that the Mexican Federal police had chased a car to this side of the border, into the United States and that the Mexican agents who had chased this car were disarmed, were arrested, and were indicted. Can you fill me in on this? Maybe I do not have the whole story.

Mr. PIATT. Generally speaking, we are not supposed to be doing hot pursuit into Mexico and obviously, Mexican officers are not supposed to be doing hot pursuit into the United States. In that instance, I believe the incident that you are referring to, the Mexican officers were, I think, firing rounds toward the United States, had pulled up onto the bridge and hopped out of their vehicles with rifles in arm, and it was a very scary moment for a short time.

I think what happened ultimately is that the officers, I believe, were returned. I am not aware of their being indicted.

Mr. PADALINO. They were indicted and eventually, I think, some relations between the United States Attorney's Office and Mexico worked things out. But under those particular circumstances, there was some activity that warranted those indictments.

Mr. ORTIZ. But that has been ironed out now.

Mr. PADALINO. Yes, sir.

Mr. ORTIZ. We have a better understanding as to what we need to do and what they need to do. Am I correct?

Mr. PADALINO. If I may, the understanding is that we do not chase into Mexico. We are not allowed to do that, be it either in the air or on the ground.

Mr. ORTIZ. When you say that, are you talking about Federal officials or local officials?

Mr. PADALINO. Federal, just Federal. The relationship between city and city, I know, is a little different. But some of the people involved in that particular incident were not Mexican Federal police. They were acting as Federal police, but were not. So the sto-

ries were a little bit different in reality as what we were told initially.

Mr. ORTIZ. Thank you very much. Thank you, Mr. Chairman.

Chairman RANGEL. Mr. Herger.

Mr. HERGER. I do not have any questions.

Chairman RANGEL. Let me once again thank this panel, not only for your dedication, but for the increased cooperation that we see on each and every level. The Chair, at this time, would like to acknowledge the presence of the senior Republican and my partner on this committee who has joined us, Larry Coughlin.

Mr. COUGHLIN. Thank you very much, Mr. Chairman. I am only sorry I was not here for the panel's presentation and for the questioning. I just flew in and so I would go back and thank our colleague, Congressman Ortiz, for holding these hearings here and, Mr. Chairman, for your convening the committee here. We appreciate that. Our colleague, Mr. Ortiz, has been a tremendous inspiration to this committee and to all of us in bringing attention to the drug trafficking problem here in this part of our country. We appreciate your appearance here, as well. Thank you, Mr. Chairman.

Chairman RANGEL. We probably will ask staff to send to you questions that we wish we had asked you if time permitted. But please do not hesitate as a panel to send us questions, recommendations, or answers to questions we may not have framed to you if you think it would help. Thank you for your dedication and merry Christmas to all of you.

The next panel is probably the most important panel that we will hear from because they have the job of educating our youth against the perils of drug abuse. I am going to ask my friend and colleague, Solomon Ortiz, whether or not he would honor this group by introducing them to us as we move into the last panel of this very, very informative hearing. Mr. Ortiz.

Mr. ORTIZ. Thank you, Mr. Chairman. We are proud to have this education and prevention panel. We have Joseph A. Gonzalez. He is first vice president, Parents Association for Drug Rehabilitation and Educational Services from Brownsville. Actually, he is from Corpus Christi. Terri Harkness, the director of administration, Palmer Drug Abuse Program, in Brownsville; accompanied by Howard B. Conkey, director of counseling, Palmer Drug Abuse Program. Then we have Rolando Aguilar. He is the director of student assistance for furthering education, Brownsville Independent School District.

Welcome to this hearing today. We are very happy and proud to have you with us, and we are anxious to hear your testimony.

Chairman RANGEL. I will ask you to direct this part of our hearing if you would be kind enough.

Mr. ORTIZ. Thank you. Mr. Gonzalez, would you like to start off with your testimony?

STATEMENT OF JOSEPH A. GONZALEZ, FIRST VICE PRESIDENT, PARENTS ASSOCIATION FOR DRUG REHABILITATION AND EDUCATIONAL SERVICES

Mr. GONZALEZ. Yes, sir, Congressman. I want to thank the chairman and panel members. I feel an honor being here today, being

asked as a nonprofit organization to come and testify. I feel that our staff is just as honored as I am to be here because they will know that somebody else is thinking about them and that they are doing a good job.

I am here wearing two hats. I am the president of the board, PADRES; and I am a volunteer because I am the president of the board. I am Federal probation and parole officer in real life, but I think I work just as hard with the PADRES organization as I do with the probation department.

PADRES, Parents Association for Drug Rehabilitation and Educational Services, was created by a group of concerned citizens who felt not enough was being done about the drug-alcohol problem in our community. Supplementing the community efforts towards the prevention and intervention of alcohol and other drug abuse among its population, with special emphasis on youth and families living in high-risk environments, remains a priority for PADRES.

With the help and support of several corporations, law enforcement agencies, county government, and some local businesses, PADRES has significantly expanded its scope and function and has increased its responsibilities and broadened its mandate.

PADRES, a grassroots organization, is a component and grantee of the Texas Commission on Alcohol and Drug Abuse, and Office of Substance Abuse Prevention [OSAP], a 3-year pilot program which ended in November 1990. Through a lot of hard work and community involvement during its first 2 years, PADRES gained credibility and was able to join the front lines in the war against drugs.

In the following years, PADRES continued to fight the war on drugs, especially where it was needed in the front lines. Through these efforts, PADRES was able to regain some of the street blocks that had been plagued with drug pushers and delinquent behavior. Approximately 1 year ago, PADRES, reclaiming several blocks and streets in certain areas of their communities, decided that it was time to let the drug dealers and pushers know that we were serious about saving our future generation and reclaiming some of our neighborhoods.

Our children can once again enjoy playing outside without having to worry about becoming victims of crime in some of our areas. PADRES, in partnership with the housing authority and the Texas Commission on Alcohol and Drug Abuse, is gaining ground in the housing population. Youth activities are on the move. Say Nope to Dope Club membership is up. Parents are getting involved with parent groups and becoming active volunteers. PADRES, with the support of the housing director and the housing authority is now located at letters 1 and 2, Wiggins, Navarro, and Trayway, where we are fighting the problem head on, and we are not losing ground.

The drug problem will be curtailed only by cutting back the demand. By now, we should realize that we all have to do our share, whether it be parents, business, or county or city government. The key is prevention and awareness through education by providing programs that will educate the youth, as well as parents. We have to provide alternatives that are appealing to a younger generation and take time to listen when they talk.

To accomplish this mission, PADRES provides certain projects targeting specific high-risk groups and individuals which are labeled abused or neglected youngsters; youth who have used drugs and alcohol, pregnant teens, youth experiencing school failures, children of alcoholics and other drug abusers, and young people who are economically disadvantaged.

PADRES is active in assisting community groups and rural communities in developing a short and long term comprehensive prevention program that involves all sectors of the community. PADRES provides education and drug prevention material to Headstart, elementary and junior high schools. It helps populations develop and carry out media campaigns, providing technical assistance and other services to assist local communities in organizing, developing, and implementing prevention and intervention efforts on a State and national level.

Although PADRES has not been fully acknowledged by the local city government, it has been highly recognized by the national Government, and has been subcontracted as a consulting firm for other grantees in the field of prevention and intervention. PADRES has been recruited to do consulting work in California, Washington State, Washington, DC, San Antonio, Loredo, Kingsville, and the valley area, and now a coalition partnership member of the presidential advisory committee on drug abuse.

PADRES' goal is to promote the concept of no use of illegal drugs and no abuse of legal drugs. The guiding principles behind PADRES' prevention work are based on the premises that: The earlier prevention is started in a person's lifecycle, the more likely its success. Prevention programs should be acknowledged, based, and incorporated from state-of-the-art findings and practice drawn from scientific research and expertise in the field.

Prevention programs should be comprehensive and include components of education, health care, social services, law enforcement, and religion, as well as family involvement. The program should include process, as well as outcome evaluations, to ensure that knowledge derived from prevention programs is useful and disseminated to the field. The most successful programs are likely to be those that are initiated and conducted by the community members themselves.

Responding to a local crisis, PADRES acknowledges a serious impact that alcohol and other drug problems have on the lives of persons other than the users. Crimes committed to support illegal drug distribution and addiction are reported daily in the media. Alcohol abuse is involved in many cases of child abuse, suicides, assaults, rapes, and murders.

Seven million young American children of alcoholics and an unknown number of children of drug abusers experience a great deal of stress and abuse that may eventually place them in an increased risk of alcohol or other drug problems later in life. For reasons of poverty, racism, and educational limitations and other factors, minority youth are often at a high risk for alcohol and drug use, as well as for other high-risk behavior.

Particularly distressing is the growing number of babies who, due to their mother's use of drugs including alcohol, are beginning

their lives affected by alcohol and other drugs, infected with the virus HIV and often abandoned by their parents.

A 1984 study estimated the economic cost of alcohol problems to exceed $116 billion per year, with an additional $60 billion to illicit drug problems. It is encouraging that recent finds show a drop in the use of drugs in some populations. However, increased use among young and chronic users and a five-fold increase in cocaine-related medical emergencies over the past 3 years demand that we accelerate our efforts while refocusing on certain populations.

Our 2-year evaluation component conducted by a professor of Pan American University, Dr. Renaldo Juarez, reflects that 39 percent of the students participating with the PADRES program in the classroom curriculum from first, second and third grades were retaining the education of drug prevention.

In conclusion, the concept of developing effective prevention programs through a community partnership should be our community's priority. We believe, as our national government believes, that strong working coalitions of family, schools, law enforcement agencies, and other public and voluntary agencies can mean the difference between accepting the status quo in our drug ravaged communities and helping our citizens rid their neighborhood schools and job sites of the destructive menace. Together, we can and we will fight the drug problem.

Our officials at our national level have made a commitment to fight the war on drugs at all costs and strongly believe that prevention through education during the early stages is our top gun. I feel that if we fail to gain momentum to rid our communities of the drug problem, it is because local government and businesses and the community as a whole has failed to accept the drug war as everyone's problem and make a sound commitment.

Drug fund monies should be earmarked for active, nonprofit drug prevention organizations or even a half-cent sales tax should go to prevention programs, which have always been on the back burners. In Texas, especially western and southern districts need more prevention programs.

We have a dream. We have a vision that PADRES one day will have some monies to help other cities to organize community organizations like ours that will provide positive alternatives versus negative, gangs with a good meaning that can become role models. In gangs, we say the biggest street gang is the Corpus Christi police department. We have T-shirts that say we are the biggest street gang in Corpus Christi, we are the Corpus Christi police department.

PADRES is a gang, but we are a positive gang. We have to show the kids there are good gangs and there are bad gangs like those using drugs. The gang problem can only be solved also by education like the drug problem. Families involved with PADRES are now taking part in the war against drugs. A lot of the drug busts are as a result of information being provided by parents through PADRES, who is a liaison with the narcotics division of the local police department and DEA.

While everyone talked about the Government housing population being infested with drugs and delinquency, PADRES moved in and settled in the housing projects. We opened up an office in the

middle of the whole population. We have opened up an office in the middle of the housing project. We had our problems at first, but we fought back and we are still there.

The first housing project we moved in was 90-percent black, 8-percent Hispanic, and 2-percent white. The result was good. We had enrollment in a Say Nope to Dope Club with a population of kids. We had 39 kids enrolled in 1 year to the Say Nope to Dope Clubs. This is something they never had before. We recruited 18 parents who got involved in the housing project who never got involved before.

So we saw that it was working and we made a commitment. We have a staff of five and we said it is a challenge. If we can do it once, we can do it four times. So we placed one staff at every housing project to work with at least 500 population families at these housing projects to provide alternatives for the kids. Every housing project has at least 300 to 500 children that we have to deal with.

So through this staff effort, PADRES' board of directors, and volunteers that we have recruited, we are making a difference in our community. We are making a difference in the housing population, and we are there to stay. The last message to the pushers was last Friday. We have a chemical-free dance, and we are having a chemical-free dance inside the housing projects now.

We also had a street dance at one of our housing projects last Saturday from 1 to 7 p.m. This is the way we are telling people we are coming to you, you do not have to come to us, because if you do not come to us, we are going to come to you. We told the pushers, we put out signs that we do not want you here; we do not need you here; we do not have any room for you. We have to stand our ground.

Unfortunately, some of our programs have to come to an end. Unfortunately, we can only provide minimal programs because of our staff. Our staff is worn out and we need more moneys to continue. Prevention, to be effective, needs to be on a continuous daily basis, not a hit and run.

Druggers and pushers work 24 hours a day. Apprehension is short term, I am sorry to say, but prevention and intervention is a long term policy that works, not only with individuals but with the whole family. Drugs have no respect for ages. Prevention should work in the same concept. Youth contract services are needed desperately. Prevention in the classroom is the first step to prevention.

The real fight is in the community when you meet the problem head on, and this is what PADRES has been doing. We have a PADRES chapter in Kingsville, we have a PADRES chapter in Paltores, and we hope that someday we are going to have the money to organize PADRES chapters all over Texas, maybe all over the United States. I do not know, but that is our dream, our goal. I think every elected official, especially at the local level, should have a mandatory drug prevention program.

Everybody needs to know what the problems are in their community and learn how to prevent them. Unfortunately, our officials—and it might sound like I have a little chip on my shoulder—but city government has not gotten involved very much in our commu-

nity. Officials at the local level seem to always put drug problems on the back burner; prevention is always we will handle that later.

But you have got to understand that if we do not cut the demand now, we are never going to cut it later on. Thank you.

[Prepared statement of Mr. Gonzalez appears on p. 114.]

Mr. ORTIZ. Thank you. Ms. Harkness.

STATEMENT OF TERRI L. HARKNESS, ADMINISTRATIVE DIRECTOR, PALMER DRUG ABUSE PROGRAM, BROWNSVILLE, INC.

Ms. HARKNESS. Thank you, Mr. Chairman and committee members, for having us here today. Palmer Drug Abuse Program is a nonprofit organization. It is not a treatment center. It is a self-help group based on the 12 steps of AA. The objective of the Palmer Drug Abuse Program, PDAP as it is known here locally, is to provide prevention, education, and indepth support to young people and their families whose lives have become affected by substance abuse.

We also offer education, referral, intervention, and support to our clients. PDAP is absolutely free of cost to all of our participants, and we are the only such program in the community. The ability to offer free care in an area where poverty levels and other factors necessitate such services is a positive factor for our community. We see the growing need for our services and we believe prevention and education can best allow our community to wage an effective war on drugs.

In early 1982, the highly motivated Brownsville community raised $60,000 seed money and launched the Palmer Drug Abuse Program, Brownsville, Inc., in April 1983. PDAP has grown rapidly since we first opened our doors and continues to grow at an increasing rate. The Brownsville PDAP has a board of trustees and an advisory board made up of a cross-section of community leaders. They are active participants in PDAP's growth and development.

PDAP is committed to continue expanding its focus on chemical dependency, as it is an enormous problem. However, a new priority is the prevention and education of alcohol and other drug use.

PDAP's prevention program started in 1984 with the introduction of the Special People Program for 6- to 12-year-olds. Special People was so successful with the 6- to 12-year-olds that we saw the need to add a group for 12- to 18-year-olds. We call this group Straight With a Purpose, or SWAP. In October 1988, PDAP implemented this prevention branch into its program.

PDAP's hope for these young people is that we can help create a countercultural force that supports a young person's decision to remain drug free. A plan for developing this consists of:

Providing support groups which are a safe forum for feelings and attitude to be shared and test new coping skills;

Providing chemical-free alternative activities for young people: Dances, parties, campouts, retreats;

Provide young people with one-to-one counseling so they can learn to use the new coping skills they attain in groups;

Providing families with a place where they can come together to improve the family system;

Providing a variety of educational opportunities to family members on such things as alcoholism and its effects on the family system.

Our group attendance ranges from 124 to 210 active group members monthly. These groups include a younger group, ages 12 to 17; and an older group, over 18 years of age, whose members' lives have been affected by their use or abuse of chemicals. The other groups included in these statistics are parent groups, SWAP groups, and the special people, as I mentioned before.

From January 1990, through October 1990, PDAP has made 81 speaking presentations for civic organizations, school districts, and the community in general, with over 5,000 people attending these presentations. There have also been over 850 individual counseling sessions facilitated by our staff during this 9-month period.

PDAP has a budget of $122,000 with the funding broken down as follows: United Way, 15.7 percent; corporate grants, 24.5 percent; churches, 8.9 percent; city, 14.9 percent; Brownsville Independent School District, 17.8 percent; and individuals, 18.1 percent.

PDAP employs a director of counseling, an administrative director, two full-time certified alcohol and drug abuse counselors, and three part-time cofacilitators. We see the need for expansion, obviously, for our program into the southmost area. Hopefully, we will be able to do this through one of the Catholic churches here. We have a contract with BISD. They refer their high-risk young people to us. They are flagged through a program that they have and they are sent to Palmer Drug Abuse Program.

The city has been very supportive, which you said yours has not; but our city has been very supportive of our program. We have been receiving drug forfeitures, confiscated funds, from the city and from the county. We no longer receive from the county because of a new act that was put into effect this year. Of course, as everyone has said, the key is the prevention and education. We thank you for letting us present this to you today.

[Prepared statement of Ms. Harkness appears on p. 116.]

Mr. ORTIZ. Thank you. Mr. Aguilar.

STATEMENT OF ROLANDO DE JESUS AGUILAR, L.P.C., N.C.C., DIRECTOR, GUIDANCE AND COUNSELING DEPARTMENT, BROWNSVILLE INDEPENDENT SCHOOL DISTRICT

Mr. AGUILAR. Thank you, Mr. Ortiz. Mr. Chair and members of the select committee, we thank you for the opportunity to appear before you to address the extent of our services and the effectiveness of the educational program in preventing drug abuse in our school district, and also the nature of the Federal support that the district receives from you guys.

I am Rolando Aguilar, and actually, Mr. Ortiz, I am the director of the guidance and counseling department for the Brownsville Independent School District. Student assistance for furthering education is a student assistance program within that department. If I may, Mr. Chairman, I would like also to recognize Mrs. Corinne Mascola, a counselor in the school district who assisted me in getting this information ready for you and your select committee.

If I may, I would like to address some facts about the Brownsville Independent School District. We are the largest school district in the valley, and also the 14th largest in the State of Texas, with grades PK through 12. We have four high schools and six intermediate schools that are accredited through the Southern Association of Colleges and Schools.

We offer curriculum and also cocurriculum activities from PK through 12. We have adult and continuing education. We also have vocational and technical education and special education for children up to age 22.

BISD has 26 elementary schools, 6 intermediate schools, 4 high schools, and one ninth grade campus. Of course, we believe we have one of the finest special education schools in the State of Texas. We have a total enrollment of 37,658. Of course, we also say that we are the largest employer south of Corpus Christi, with 5,400 employees.

I am glad to hear from the select committee and our colleagues that prevention is the most important thing in trying to fight this drug war. Drug abuse among student users has been an issue for several years, and of course, being so close to the border creates a problem. Now you heard the testimony that hardly a day goes by that a drug bust is not made in Brownsville. If you read yesterday's paper, you see for yourself the drug busts and the kingpins that we have in the valley.

We are very concerned, also, that some of these pushers are close to our campuses. We know that our kids can get drugs during the lunch hour or right after school. Of course, we know that this exists in our school district. This district is taking measures to take care of this. Also, with the cooperation of Chief Victor Rodriguez, we have approached the problem.

Of course, our district is one of the forerunners in the valley in taking the lead in providing a drug prevention program in the valley, if not in the State. Our drug prevention started way back in 1985 with the student assistance program. We felt that there was a need for this. If I may, I would like to share some information on the extent of some of the drug use here in Brownsville Independent School District, even though the survey is 2 years old and it has limitations.

We have asked our seniors the question, who has ever tried a drug. We listed all kinds of drugs from marijuana all the way to the other narcotics. Our 12th graders said that 68 percent of those answering had used a drug. You might say, well, as compared to a national level, which was 92 percent, you might say we are doing all right in Brownsville, only 68 compared to 92. That is not the case. I think it is of concern if 1 percent of the people use drugs. We have a problem in my book, in our district's book.

Excuse me, that was alcohol. Alcohol, cigarettes, and marijuana being the high user. But marijuana, itself, among 12th graders, 23 percent used marijuana as compared to 50 percent nationwide. May I remind you this is 2 years old, a survey of 1988.

Well, we asked them another question, how many of you have used drugs in the last 30 days. Well, of course, alcohol was the highest again. Forty-three percent of the 12th graders said they had used alcohol as compared to 92 percent nationwide. When it

comes to marijuana, 12th graders said 7 percent as compared to 50 percent nationwide. Again, you say Brownsville must be doing great. But again, let me remind you that to us, use of marijuana is a concern if it is 1 percent or .1 percent.

Like I say, this survey has limitations. What it has done for us, though, is given us exposure of the number of students that might be using drugs in our school district. It has given us an idea or a direction as to how many students are willing to experiment with drugs. So that information, itself, is important to us.

We also have in the school district what we call the alternative center. It is a school program designed for young people that are sent there for different disciplinary reasons. In the last 12 weeks, 175 students have been sent to this center. Out of these, 7 percent of the population were sent for drug reasons.

Then we look at one of the largest high schools and one in between, and we look at the number of students that were referred to the counselors for drug use. Of all the students referred in the last 12 weeks, the largest school had 2 percent of the students that were referred to the counselor who were identified as using drugs or experimenting with it. The middle school had 1 percent of the total population.

Despite the limitations, we are aware of the drug problem. We are very proud that we have one of the best drug prevention programs, if not in the valley, in the State of Texas, and that is what we want to address this morning. We also have a zero tolerance policy with the school district. Of course, we do not tolerate either drugs or alcohol on school premises or during the extracurriculum activities off premises.

But we also are very sensitive to those that are using drugs and we provide a program for them. As Ms. Harkness has indicated, we have a contract with PDAP that assists us in assessing and counseling some of the young people in our school district. But I think what we are very proud of is the SAFE program that Mr. Ortiz was talking about, Student Assistance for Furthering Education.

It is a student assistance program that has three components. It has the prevention component. Also, it has an intervention and a referral system. It is through the prevention program that we developed a series of activities throughout the school district, PK through 12, in providing decision making, problem solving, coping skills, and successful interpersonal relationships that includes our prevention program.

Now in the intervention, this is what is very unique about this assistance program. One student has been identified as suspected of using drugs. They are assigned to a counselor where they are assessed. Through a series of assessments, they develop a plan for them, which is whether they need further indepth assessment or a referral to some other agency, or we can say that we can provide a counseling support group within the school.

In our school district, we have several counselors that do the counseling to support groups. In fact, Ms. Mascola is one of our counselors that does the support groups. It is through this process that the students are given the opportunity to consider what chemicals are doing to them, learn what risks they are facing.

They get information about chemical use and addiction and see what other people are thinking about them and their chemical use.

Also, this process gives them the focus on the issues of feeling and self-concepts because these are the two issues that are strongly related to chemical use. So definitely, this is the outstanding aspect of the student assistance program. Of course, the referral program is when we believe that they need additional assessments or additional indepth counseling. They are referred to different agencies like PDAP, if not to other groups in our community.

So that is only one component. However, the school district has 15 other mobile components, if you want to call it so, that also are doing prevention from PK through 12. I think if we look at it, as the gentleman that was talking about PADRES said, it just cannot be once. Prevention cannot just be once in awhile. It has got to be a continuous thing.

I think what has happened with our district, we have 15 other mobile components, like the QUEST program that is being taught in the intermediate schools, through the health department, where they also have drug prevention activities. They learn anywhere from self-esteem to specific coping skills.

The State of Texas is also one of the forerunners in providing the State of Texas school districts a prevention curriculum. In fact, Lauro Cavazos' office sent us a copy of a curriculum. I am proud that part of that curriculum was based on our State curriculum education for self-responsibility, too. They gave us credit for that. So the State of Texas has really taken a big step in providing school districts a model for a drug prevention curriculum, PK through 12.

Now this is based on the fact that again, it does not take once; it is going to take several times during the year. So what they did, they incorporated all the activities within eight core subjects in the curriculum. They have activities in the language arts, the social studies, the vocational courses, through the health department, the science, the math, music, and art. So throughout the whole year, teachers provide some antidrug education activity within those subjects.

So that is going to have a tremendous impact in the prevention program in the State of Texas and also in the Brownsville Independent School District. We have implemented this curriculum this year in our district. We have trained 235 teachers so they can go back to their campuses and train their respective campuses and their teachers.

We also have other mobile components. McGruff, of course, some of you are very familiar with this. We also have Project Graduation that some of you are familiar with, and some of you call them Senior Bash. But all of them are the same thing. They are drug- and alcohol-free activities for graduating seniors.

We have another outstanding program within the school district that is called Positive Peer Leadership Training. Again, this is a program designed for fifth, seventh, and ninth graders to train young people on the issues of bonding, self-esteem, decision making, goal setting and wellness for these students.

We Help Ourselves is another program that we have. Student Awareness System is an answering system with which the students

can call in and get any information on substance abuse or prevention 24 hours a day.

We have other programs, Here's Looking at You, Too [2000], which is nationally used throughout the school districts. Growing Healthy is another one. The Just Say No Clubs. When we started way back in 1985, there were only about two or three Just Say No Clubs. Now we have 30 clubs with over 5,000 young people participating in this organization. We normally hold our Just Say No membership drive in October, and they are very busy in extensive community activities throughout the year.

We also have the rallies and Red Ribbon committees so we can have our own activities during Red Ribbon Week. We work together with the police department, and they have what they call Archie Cards. They go into the classroom and provide young people with cards that have an antidrug message, and it has been very effective.

The school district knows that we do not have the problem. It is the community. School is a community. The only way we are going to win this war is going to take a community effort. It is not only the school's responsibility, but it is everybody's responsibility. So we do our share in trying to get the community involved or trying to work very closely with the community.

We work very closely with PDAP and with the police department. We also provide recruit guest speakers as healthy role models. The Honorable Federal Judge Vela has been with us, one of our healthy guest speakers that we take to our schools.

We also work very closely with the law enforcement agencies. You heard testimony this morning from the chief of police in Corpus Christi on the DARE program, a very effective program. We are at this point trying to implement this program in the school district.

Since 1988 this district has received money from the Drug-Free Schools and Communities Act of 1986. This has been most helpful in supporting the antidrug education programs in the Brownsville Independent School District. Up to now, $652,838 has been received from Federal money. During the past 3 years, the majority of the money has been allocated to improve the antidrug education, providing staff development and inservice teams from each campus so that this team can go back to the campus and train the rest of the teachers on whatever drug education programs we might have.

This corps of teams consists of counselors, nurses, teachers, administrators, and personnel from the private schools. Also, the money is being used to buy equipment like built-in VCR's so they can carry on the education program in the classroom. It also has been used to buy instruction materials, curriculum books, and pamphlets on drug information, not only for the young people, but also the parents in our community.

For next year, I think you might like to know this. We are receiving close to $353,000 from the Act, and most of this will be used towards hiring counselors, nurses, and a drug coordinator for the school district. We felt that the drug problem needs to be addressed more specifically and within the department; we perhaps need a drug coordinator to really target some of this activity.

What we would like for you is—what is it that we do? I know that you have been very helpful, the Government, that is in my opinion, through the Communities Act of 1986. However, some of that money is not sufficient for the school district. You have heard this before, but what we really need in our school district, and not only in Brownsville but throughout the State of Texas, is a counseling program.

Most school districts do have counselors. However, in the school district, per se, the main focus is instructional programs, and that has to be true. I mean I accept that. However, in my opinion, I cannot function well in the classroom if I am not coping with the things in my life. So what we are asking is perhaps some of these moneys can be increased to hire additional counselors.

We would like also to address that Federal moneys should be allowed for students to receive treatment. Now the Act, itself, provides money for referral to rehab centers, but not for treatment. Most of our young people that are at high risk and have need for treatment cannot go because either their parents are too poor or do not have insurance to pay for this, and you know that treatment is expensive.

So we are asking that we should provide, the Federal Government should provide, the school districts or the communities for young people to receive treatment. Also, what we would like to recommend is that some of our young people come back, and they need a place sort of like a halfway house. Sometimes they can receive treatment or counseling, and then they come back and it might not have worked out and they go back to using chemicals. So perhaps we need a halfway house where these young people can go and receive aftercare treatment and be close for support systems.

So, in essence, what we have done is give you a brief summary of the school district, the program itself, and how Federal moneys are utilized in the school district. We hope that perhaps someday some of these recommendations will be instituted in the school district, if not in the community. Thank you very much.

[Prepared statement of Mr. Aguilar appears on p. 120.]

Mr. ORTIZ. Thank you, Mr. Aguilar, and I turn it back to the chairman.

Chairman RANGEL. Let me see whether there are questions first from the panel. Mr. Herger.

Mr. HERGER. I do not have any.

Chairman RANGEL. Mr. Coughlin.

Mr. COUGHLIN. Let me just ask a couple of very brief questions. One, Mr. Aguilar, you mentioned the question of funds for treatment. We are channeling funds back to the States for treatment. Let me ask Ms. Harkness and Mr. Gonzalez, do you get any State funds or Federal funds through the State for treatment programs?

Ms. HARKNESS. No. We have used a treatment facility that has received some State funding for, I believe, Medicaid recipients, and we have utilized that out of Taft, Texas. But that is all.

Mr. GONZALEZ. We have some funds that we received from the Commission on Alcohol and Drug Abuse. It is a youth contract service grant that allows us to place a youngster for treatment up to 45 days. We find certain contractors that will charge the minimum provided by the State, and we have located two of those agen-

cies that are working with us right now, one being Charter Hospital, and the other Shoreline Hospital in Taft, that agreed to provide the services at the price the State allows, which is $103 a day for up to 45 days.

After that release, we will provide outpatient treatment up to 1 year for counseling. If you have a problem or want to commit somebody, we will be more than glad to help you out. They allow us to extend our services up to Brownsville and into Laredo. Unfortunately, we do not have the counselors to provide the services. That is where our problem is right now. They give money for treatment, but they do not give money for counselors. But if we can help you in any way as far as Brownsville is concerned, placing somebody in one of those hospitals through our funds, we will be more than glad to help you.

Mr. COUGHLIN. This is money that has come to you through the State?

Mr. GONZALEZ. The State, Texas Commission on Alcohol and Drug Abuse has allocated X number of dollars, probably $1 million, for treatment up to 1 year right now. The program will be a 1-year pilot program to be able to place some kids.

Mr. COUGHLIN. Mr. Aguilar, I was pleased to hear that you have the model curricula the Department of Education has developed in working with you. You stated that you have received that and are using that model curricula now. I know some 12 years back, we developed also some audiovisual aids. Do you use those?

Mr. AGUILAR. Right. Yes. In fact, I think we have one of the best collections of audiovisuals south of Texas.

Mr. COUGHLIN. You do use those, the ones that are supplied through the U.S. Department of Education?

Mr. AGUILAR. Yes, sir. That is part of the curriculum, sir.

Mr. COUGHLIN. Also, the U.S. Department of Education provides what I thought was a very good book for families on how to work with their children on drug abuse. Do you use that book in your program at all?

Mr. AGUILAR. I have not seen that one, sir.

Mr. COUGHLIN. You have not seen that one. Thank you, Mr. Chairman.

Chairman RANGEL. Well, as I said earlier, and I think everyone would agree, this is by far the most important panel because it is through your dedication and efforts that we try to save youngsters before they get caught in this web of addiction, and indeed, I think you will be the salvation of our Nation. So let me thank you for the work that you are doing. If in the course of this hearing there are questions that you have of us, please feel free to contact us directly or Congressman Ortiz. We will be glad to respond and let you know that we are working with you. Thank you very much.

Mr. GONZALEZ. Mr. Chairman, if you do not mind, I would like to mail each member a copy of the assessment report that we got from OSAP on PADRES. I did not submit that because I thought it was too long to give to you, but I notice that everybody has a lengthy report.

Chairman RANGEL. We will take it from staff and see that it is reproduced and the membership will get it. Thank you, and we are on our way to Mexico, and this meeting will stand adjourned.

Let me pause here to thank staff, Rebecca Hedlund, Bill Smith, Ed Jurith, and especially Jennifer Brophy for putting together this outstanding hearing for us.

Now the committee will stand adjourned.

[Whereupon, at 12:30 p.m., the committee was adjourned.]

PREPARED STATEMENTS

STATEMENT OF

MICHAEL D. SCOTT

COMMANDER

TEXAS DEPARTMENT OF PUBLIC SAFETY

NARCOTICS SERVICE

ON

DRUG ENFORCEMENT EFFORTS ALONG THE SOUTHWEST BORDER

BEFORE THE

SELECT COMMITTEE ON NARCOTICS ABUSE AND CONTROL

BROWNSVILLE, TEXAS

DECEMBER 10, 1990

(53)

Chairman Rangel and distinguished members of the Select Committee on Narcotics Abuse and Control, my name is Michael D. Scott and I am the Commander of the Texas Department of Public Safety Narcotics Service. I appreciate your invitation to address this Committee and discuss the enormity of the drug trafficking problem as it relates to the Southwest Border. I will begin my remarks with a brief overview of the drug problem along the border and will then respond to the specific areas about which you have asked.

Mr. Chairman, it came as no surprise to law enforcement officials in Texas that the southwest border was named a High Intensity Drug Trafficking Area in the President's National Drug Control Strategy. Texas shares a border with Mexico that stretches over 1200 miles, much of which lends itself to unregulated criminal activity, most notably drug trafficking. Throughout these and future hearings you will undoubtedly hear how the Texas-Mexico border serves as a funnel for cocaine, marihuana and heroin entering this country. Investigators learned that 20 tons of cocaine seized in Los Angeles in September, 1989 had been smuggled into El Paso and stored there prior to its being shipped to California. Then in October, 1989, the Department of Public Safety seized over 18,000 pounds of cocaine in a house less than 25 miles from this federal courthouse in Brownsville. Although these are two isolated drug seizures, we certainly do not believe that they are isolated incidents. Large quantities of cocaine are crossing our border on a daily basis and

my investigative personnel along the border are convinced that there are similar stashes of cocaine in other houses along the border. It is estimated that almost fifty percent of the cocaine smuggled into this country is trans-shipped through Mexico and across our border. I am convinced that these estimates are accurate.

Marihuana, like cocaine, is smuggled into Texas from Mexico in significant quantities. There are two marihuana harvest seasons each year in Mexico and the marihuana trafficking activity increases consistent with these seasons. Even though Texas has emerged as a leader in domestically produced marihuana, this has had little if any effect on the quantity of foreign produced marihuana being smuggled across the border. The marihuana produced in central and southern Mexico is normally shipped overland to staging areas in Northern Mexico adjacent to the Texas border. The contraband is then smuggled across the border in a multitude of ways not unlike the methods used to smuggle cocaine and heroin. Drug traffickers will elect to smuggle their illegal product at the ports of entry as well as between the ports of entry. They will fly, float, walk or drive the drugs across the border. The traffickers are innovative, well-equipped and often rely on an "underground" communications network in order to monitor the efforts of law enforcement officials.

The Department of Public Safety has responded to this drug trafficking threat in many ways. The Narcotics Service currently has an authorized strength of 206 commissioned investigators. Approximately 25% of those personnel are assigned along the border. Additionally, 16 uniformed troopers are assigned to the Narcotics Service. Their primary responsibility is detection of contraband being transported along Texas highways. Realizing that these resources are inadequate, we have joined with federal, state and local law enforcement agencies throughout Texas in multi-agency, multi-jurisdictional enforcement efforts. The combining of the resources of numerous agencies has proven to be an efficient and effective approach to this problem.

My next remarks will address specific areas of concern to your Committee as detailed in your written invitation to testify. I will also take the liberty of discussing some additional concerns of my own.

OPERATION ALLIANCE

The Texas Department of Public Safety has been an active participant in Operation Alliance since its inception in 1986. In my perspective, Operation Alliance serves as a forum for the agencies with drug enforcement responsibility along the southwest border. Operation Alliance allows these agencies to exchange ideas, theories,

problems and concerns as they relate to border enforcement activities. It serves to coordinate drug enforcement operations along the border, especially those involving multi-agencies, military and National Guard. I concur with the decision by Congress that Operation Alliance, on behalf of the Department of Treasury, was given the responsibility to establish and implement the HIDTA strategy for the southwest border. As I have indicated, the Department of Public Safety has been afforded the opportunity to have input in this strategy development and Operation Alliance continues to be responsive to our needs and suggestions.

SOUTHWEST BORDER HIDTA PROGRAM

As I have previously stated, the drug trafficking activity along the U.S.-Mexico border makes the border area worthy of its designation as a High Intensity Drug Trafficking Area. The funding appropriated by Congress to support enforcement efforts in the designated HIDTA areas should enhance the enforcement capabilities of all participating agencies. The Department of Public Safety has committed to active participation in both the Houston and Southwest Border HIDTA. I sense a feeling of frustration on the part of all participating agencies, however, in the delays of funding proposed programs. I am told that funding for these proposed programs will not be available until mid-February, 1991 - almost six months into the fiscal year. Operation Alliance has prepared and published the Southwest Border Drug Control Strategy and the U. S. Attorney's Office in

Houston has prepared a comprehensive plan for the Houston HIDTA and still no funding is available. These delays, if continued, will be detrimental to both plans. I urge this Committee to take swift action to resolve this problem.

FEDERAL, STATE AND LOCAL LAW ENFORCEMENT COOPERATION

The Department of Public Safety continues to be committed to working on cooperative multi-agency investigations with many federal and local agencies in Texas. We recognize the necessity of genuine law enforcement cooperation in combating the flow of illicit drugs within Texas and the rest of the United States. Cooperation, investigative coordination and information sharing is the key to success in this endeavor.

For the most part, cooperation among law enforcement is good; however, there still is considerable room for improvement. State and local law enforcement agencies are often caught within a continuing conflict between DEA and the FBI. Our decision to work with one of these agencies on an investigation often puts us at odds with the other. This is an unfortunate situation that I feel certain will not go away; however, I am at least encouraged that, as part if the Houston HIDTA plan all of the federal agencies in the Houston area have agreed to join with the Department of Public Safety, Harris County Sheriff's Office and the Houston Police Department in

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the formation of six (6) multi-agency Major Drug Squads. This concept, which is progressing well, will blend the investigative personnel from each agency onto the various drug squads with each squad being coordinated by a supervisor from the participating agencies. My hopes are high that this effort will ease the tensions that exist between some federal agencies and that we all will be the ultimate beneficiary of this effort.

CORRUPTION AND INFILTRATION IN LOCAL COMMUNITIES

Drug organizations have, without a doubt, infiltrated into our local communities along the border. Corruption exists on both sides of the border, making the problem two-fold for the law enforcement community. The tremendous amount of money and profits associated with drug trafficking has caused many other problems within our communities. Citizens, business and community leaders and law enforcement officials alike have experienced the problems of corruption. It has touched each and every one of us. Recent studies have shown that corruption has always touched the criminal justice system, from courts to prisons to the street officers who succumbed to the lure of easy money. Drug organizations have moved into the banks, real estate markets and all forms of legitimate business. As I have previously stated, corruption in the law enforcement community is, sadly, a growing problem. Drug organizations recognize the real need to have officers on their payrolls, ensuring

protection to them and the access to sensitive information relating to investigations. Without a doubt, the root of evil is the almighty dollar. I feel that as long as tremendous amounts of money are available, there will remain a corruption problem along the border and other areas of this country.

VIOLENT CRIMES

Violent crimes tend to increase or decrease, depending on the availability of contraband. During the periods between the two harvest seasons there are many confrontation-type shootings and killings. It is not unusual to have one murder a day during the dry periods. Nearly all of these murders and shootings are directly related to one organization trying to steal another organization's product. The real possibility of law enforcement officers being in intimate danger due to what is commonly referred to as a "RIP OFF" (a term suggesting theft of money or contraband during a drug transaction) becomes more of a reality during this time period. The increase of auto theft, burglary, assault and other victimized type crimes rises sharply and tends to decline somewhat when the flow of contraband resumes and is more available.

The execution-type murders have been on the rise in the recent past; however, along the border region this is the exception, not the rule, at the present. These types of killings tend to occur within organizations, showing or setting examples to others, thus ensuring

their loyalty and reducing the chance of theft from within, or members becoming informants to law enforcement officials.

NATIONAL DRUG INTELLIGENCE CENTER

The Federal budget recently signed by President Bush included an appropriation to establish, within the Department of Defense, a National Drug Intelligence Center in Pennsylvania. I stand before you today to reiterate my feeling, and the feelings of most of the law enforcement community, that the last thing needed is another independent drug intelligence center. As a representative of the Texas Department of Public Safety and as President of the National Alliance of State Drug Enforcement Agencies, I call upon our Congressional leaders to provide the El Paso Intelligence Center with adequate funding to expand their drug intelligence capabilities rather than create a new center. There is already a serious duplication of the intelligence gathering effort within the drug enforcement community and to establish one more such program will only further fragment our effort. I urge your Committee to examine this situation and provide the law enforcement community with a true enhancement to our drug intelligence capabilities rather than another independent system with which we will have to contend.

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As you can see, Mr. Chairman and members of the Committee, even with the coordinated efforts of federal, state and local agencies throughout this area, the drug trafficking situation in Texas and along the southwest border is a serious threat that causes us to face a very formidable challenge. I hope that your hearings today will increase public attention in this area and will further increase sensitivity to this problem at all levels of government. The Department of Public Safety stands committed to meeting this challenge.

I appreciate the opportunity to address this Committee and will attempt to answer any questions the members may have.
Thank you.

CAMERON COUNTY DISTRICT ATTORNEY
CAMERON COUNTY COURTHOUSE
974 E. HARRISON STREET - BROWNSVILLE, TEXAS 78520

LUIS V. SAENZ
Cameron County
District Attorney

Chairman Rangel and members of the Select Committee on Narcotics Abuse and Control; Good Morning and Welcome to Brownsville and Cameron County. I believe the committee has made a wise decision to convene here to learn about the drug trafficking and drug abuse problem that we are experiencing. On behalf of the citizens of Cameron County I thank you for giving us the opportunity to share with you information that hopefully you will find useful in determining our nation's policy on Narcotics Abuse and Control.

My name is Luis V. Saenz, I am the District Attorney for Cameron County. Cameron County with 896 square miles, is the southernmost county in Texas. It is the only Texas county which is bordered by Mexico on one side and the Gulf of Mexico on the other. Thus, this very unique geographical location places Cameron County in the forefront of narcotics trafficking routes into the United States. Cameron County should be considered the United States' frontline in the Drug War. It is in a location like Cameron County that the most effective use of limited government resources can best be realized. It is at border "choke points" where progress on the Drug War can be measured with any true accuracy and the public can see results through arrests and drug seizures.

The Rio Grande River, at times just waist deep, is the only physical barrier between the United States and Mexico. One hundred thirteen miles of this river run between Cameron County and Mexico. This border is unfenced and unguarded, therefore, providing an ideal locale for the smuggling of narcotics into the country. Likewise, the open gulf to the east provides ample opportunities for those wishing to take the risks associated in drug smuggling activity. Cameron County, therefore, unwillingly is thrust into a position of prominence as a major national narcotics route. Local authorities, with limited resources, are asked to deal with this monumental drug problem at this location.

The District Attorney's Office is responsible for prosecuting all drug offenses within the County. The office is staffed by EIGHT ATTORNEYS who handle all drug cases in the county's five District Courts. Unlike other District Attorney offices, the Cameron County District Attorney's Office has been successful in avoiding a backlog of drug cases. The office is in the process of prosecuting 282 drug cases that were indicted in 1990.

The cases breakdown as follows:

1) Illegal Investment (the financing or investing of funds to further the purchase of drugs): Fifty-five (55) cases involving over one hundred (100) defendants. The defendants in these cases are for the most part members of drug organizations that come to Cameron County from various northern states and from northern Texas cities. Their objective is to come to Cameron County to purchase Marijuana to transport back to their locale for resale. The amount involved is usually from 50-500 Lbs. of marijuana.

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2) Possession of Marijuana: Eighty-one (81) cases involving over 150 defendants. These cases involve defendants who reside in Cameron County or the Rio Grande Valley. The marjority of these cases are made by information provided by confidential informants. The confidential informant is typically a disgruntled member of the same organization. In these cases, the defendant is holding or storing the Marijuana before it is transported out of the county.

3) Delivery of Marijuana: Eight (8) cases. In these cases Undercover Officers posing as buyers offer to buy drugs from the traffickers. At the point of exchange of the money for the drugs the sellers/defendants are arrested. Again the amount of marijuana is anywhere from 50-500 pounds of marijuana.

4) Possession of Controlled Substance and Delivery of Controlled Substances: One hundred-thirty-one cases involving over 150 defendants. While marijuana is the most prevalent drug bought and sold in Cameron County, like the rest of the country, we too suffer from the use and trafficking of cocaine. It appears that the use of cocaine has peaked while the trafficking of cocaine has continued to increase. A much more tightly organized association of cocaine traffickers has sprung up. For the most part they have set up headquarters in Matamoros, across the border from Brownsville. They use the Mexican side as a staging point. Once the cocaine is successfully transported across the bridge or river it is extremely difficult at that point to seize or thwart the operation. Interception at this point depends

on confidential informants. Although some of the cocaine is sold in Cameron County the great majority is transported through Cameron County to its ultimate Northern destination.

Many of the defendants prosecuted in the above cases are sentenced to hard time. But many of them are also placed on probation due to overcrowded penitentiary facilities. Those placed on probation are for the most part small time "mules" involved in the transportation process.

While the successful prosecution of a drug case may result in a defendant serving time in a penitentiary, that by no means is the end of his involvement in drug trafficking. There is ample evidence to show that incarcerated defendants, in some instances, continue to participate in drug trafficking from inside their cells. To combat this continued criminal conduct the Cameron County District Attorney's Office has undertaken the seizing of personal and real estate property from the drug traffickers. Only by taking the assets of drug organizations can there be any expectation of putting them out of business. In the last year, the Cameron County District Attorney's Office has seized homes, vehicles and money totaling close to 4.5 million dollars. This has been accomplished pursuant to a state statute that allows for seizure and forfeiture of property used or bought with the proceeds of the sale of drugs. Any property awarded to the State is shared between the respective law enforcement agencies and the Cameron County District Attorney's Office with the bulk of the proceeds going to the law enforcement agencies. The money is then used by the various

agencies to further investigate and enforce drug laws. This effort has been successful against small and medium sized organizations who don't have the capability to replenish the assets they lose as a result of a seizure and subsequent forfeiture.

The Cameron County District Attorney's Office is assisted in this endeavor by the Cameron County Drug Task Force. The Cameron County Drug Task Force (C.C.D.T.F.) is a seven member force established in January of 1988. The Force is comprised of officers from six city police departments in Cameron County. The Force is exclusively devoted to combating drug trafficking in the County. Due to it's diverse composition the Force has been successful against smaller-sized organizations. The force utilizes the reversal operation in arresting drug dealers.

In addition to the C.C.D.T.F. the Cameron County District Attorney's Office is assisted by the Drug Enforcement Agency, the United States Custom's Office and the Internal Revenue Service. By all accounts and measures the Drug Enforcement Agency through it's local agent, Armando Ramirez, has assisted the Cameron County District Attorney's Office more than any other Federal Office. Their expertise has led to substantial money seizures. Our share of these seizures has enhanced our law enforcement capabilities.

Established drug organizations contribute to a rise in crime. At all levels the sale or use of drugs means more burglaries, thefts and homicides. Although, it is difficult to be exact as to which burglaries, thefts and homicides can be

attributed to drugs, it can be said that many of the above stem from the use or sale of drugs. The Cameron County District Attorney's Office has indicted 172 burglaries of habitation, 100 burglaries of building and at least 10 drug related murders this year. The violence related to drugs has involved people directly involved in trafficking.

The Cameron County District Attorney will continue it's enforcement and prosecution efforts with it's limited resources and Federal and State Assistance as discussed. Although more manpower would help in this regard, I strongly believe that in addition more emphasis should be placed on curtailing drug use through strong drug education at the elementary school level. Instructing our children to simply "Say No To Drugs" may not be enough. The old addage that "idle time is the devil's playground", in this instance, becomes an axiom. We need to provide our children positive activities, places to go and clean interests to pursue. Children with nothing to do but hang out at street corners provide fertile grounds for drug pushers. Law enforcement in and of itself is never going to be enough. A drug is like any other product in the free market, if there is no consumer, the product will not sell. If the product does not sell, the company in this case, the drug organization, will go out of business. Let us not allow ourselves to get caught up in case numbers and money figures, because the bottom line is that on any given day at any given place a student can walk a few hundred feet from a school and purchase drugs.

Again, thank you very much for your interest and concern for Cameron County and the Rio Grande Valley. We will continue to carry on the fight and

war against drugs because to do otherwise would mean to forego our responsibility to our citizens and our children.

UNITED STATES HOUSE OF REPRESENTATIVES
SELECT COMMITTEE ON
NARCOTICS ABUSE AND CONTROL

HONORABLE CHAIRMAN, HONORABLE COMMITTEE MEMBERS

MY NAME IS VICTOR RODRIGUEZ, I AM THE CHIEF OF POLICE IN BROWNSVILLE, TEXAS.

WELCOME TO BROWNSVILLE.

PLEASE ACCEPT OUR CONGRATULATIONS FOR YOUR EFFORTS ON THIS, YOUR MISSION, TO THE U.S./MEXICAN BORDER, MEXICO CITY AND GUATEMALA.

THE BROWNSVILLE POLICE DEPARTMENT APPRECIATES AND IS THANKFUL FOR THE OPPORTUNITY TO ADDRESS YOU AND TO PRESENT OUR VIEWS ON THIS EVER PRESSING ISSUE OF NARCOTICS ABUSE AND CONTROL.

DURING THE MOST RECENT SIX (6) YEARS, DRUG TRAFFICKING ACTIVITY HAS LITERALLY EXPLODED ON THE SOUTH TEXAS SCENE.

DRUG AND ASSET SEIZURES, UNIMAGINABLE FIVE (5) YEARS AGO, ARE COMMON TODAY.

IN SPITE OF A LACK OF AN EQUAL RESOURCE EXPLOSION FROM THE LAW ENFORCEMENT SIDE, BROWNSVILLE AND MOST OF SOUTH TEXAS IS HOLDING ONTO ITS GROUND. THE AGENCIES THEREIN INVOLVED AND THEIR COMMUNITIES ARE TO BE COMMENDED.

TEXAS AND THIS AREA HAVE SEEN THE MATERIALIZATION OF THE FLORIDA SHIFT. THAT IS TO SAY, THAT TRAFFICKING TO THE UNITED STATES VIA FLORIDA HAS EXPANDED AND ROUTES TO UNITED STATES VIA MEXICO ARE HEAVILY USED. IN THIS REGARD, IT IS PROPER TO INCLUDE MEXICO IN ALL OF YOUR CONSIDERATIONS.

IT HAS BEEN SAID TIME AND AGAIN THAT SOUTH TEXAS IS THE SECOND MOST ACTIVE DRUG SMUGGLING AREA IN THE COUNTRY. SECOND ONLY TO FLORIDA.

RECENT AREA DRUG SEIZURES INCLUDE A SINGLE STATE SEIZURE OF NINE (9) TONS OF COCAINE. THIS SEIZURE, BY DPS OFFICIALS, OCCURRED APPROXIMATELY 25 MILES NORTHWEST OF HERE. THIS HAS BEEN THIS COUNTRY'S SECOND LARGEST SINGLE SEIZURE.

MULTI-THOUSAND POUND COCAINE SEIZURES ARE COMMON.

MARIJUANA SEIZURES OF 500 POUNDS OR LESS ARE CONSIDERED SMALL SEIZURES.

ONE THING HAS REMAINED CONSISTENT AMONG DRUG SEIZURES, ALL WERE DESTINED TO POINTS OF DISTRIBUTION NORTH OF VALLEY AREA.

TO THE CONTRARY, FREQUENT MULTI-MILLION DOLLAR CASH SEIZURES ARE FOUND TO BE SOUTH BOUND.

THIS AREA IS QUICK TO FEEL THE IMPACT OF DRUG TRAFFICKING ACTIVITY. ABUNDANCE OF COCAINE IS QUICKLY DETECTED BY ITS SELLING PRICE.

IN 1984, UNDERCOVER AGENTS COULD NEGOTIATE A KILO OF COCAINE FOR $50,000 TO $60,000 DOLLARS. UP TO ABOUT A YEAR AGO THE SAME COCAINE HAD BECOME AVAILABLE FOR $12,000 TO $15,000 DOLLARS. DURING THIS PARTICULAR CREST PERIOD, OFTEN, UNDERCOVER NEGOTIATIONS FOR COCAINE WERE WITH TEENAGERS.

THE MOST RECENT ACTIVITY IN COLUMBIA, SPECIFICALLY COLUMBIA'S OUTRIGHT WAR WITH THE CARTELS AND THE JOINT U.S./COLUMBIA EFFORTS TO EXTRADITE DRUG LORDS HAVE GIVEN RISE TO THOUGHT OF A DECREASING ABUNDANCE OF COCAINE.

THE COST FOR A KILO OF COCAINE IS CLIMBING. AN INDICATOR OF SUCCESS IN THESE EFFORTS.

THESE U.S./COLUMBIA EFFORTS SHOULD BE APPLAUDED.

AREA WISE, ENFORCEMENT CONTINUES ON THREE GENERAL FRONTS. FEDERAL AGENCIES ADDRESS THEIR OBJECTIVES FROM A NATIONAL AND GLOBAL STAND POINT. STATE AGENCIES TASK OUT REGIONS IN THIS STATE AND THE LOCAL AGENCIES CONTINUE THEIR LOCALIZED EFFORTS.

DURING THIS PERIOD, FEDERAL FUNDING HAS BECOME AVAILABLE FOR COMBINED TASX FORCES. BROWNSVILLE PARTICIPATES IN ONE SUCH EFFORT.

THE APPEARANCE OF A LACK OF COMMUNICATION AND/OR COORDINATION IS NOT TO BE FAULTED. FROM A PROFESSIONAL STAND POINT AND GIVEN THE NATURE OF THESE INVESTIGATIONS, THESE AGENCIES MUST CONTINUE TO PURSUE THEIR SEPARATE DEPARTMENTAL OBJECTIVES.

THE BROWNSVILLE POLICE DEPARTMENT PARTICIPATES, IN EVERY JOINT EFFORT POSSIBLE, HOWEVER, LOCALIZED DRUG ENFORCEMENT IS A MUST. ALTHOUGH WE PARTICIPATE IN A TASK FORCE, WE CONTINUE WITH OUR IN-HOUSE ENFORCEMENT UNIT FOR THIS PURPOSE.

BROWNSVILLE ACTIVITY RECORDED THIS YEAR INCLUDES:

1. 160 DRUG INVESTIGATIONS
2. 242 ARRESTS FOR DRUG VIOLATIONS
3. $2.7 MILLION IN DRUG SEIZURES
   - A. 5,000 LBS OF MARIJUANA
   - B. 4900 GRAMS OF COCAINE
4. ASSET SEIZURES EXCEED 1.5 MILLION
   - A. 1.1 MILLION IN CASH
   - B. .4 MILLION IN REAL ESTATE

THIS AREA HAS ALSO BECOME A MAJOR STAGING AREA FOR MONEY LAUNDERING OPERATIONS. DURING THESE YEARS OF SKYROCKETING ACTIVITY, LOCAL FINANCIAL INSTITUTIONS REFLECTED SUFFICIENT DEPOSITS TO EQUAL APPROXIMATELY $11,000.00 FOR EVERY MAN, WOMAN, AND CHILD IN THIS AREA. AT THAT SAME TIME, THE AREA WAS AMONGST THOSE WITH THE LOWEST PER CAPITAL INCOME.

PESO DEVALUATIONS IN MEXICO HAVE ATTRIBUTED TO THE ESTABLISHMENT OF MONEY EXCHANGE HOUSES IN THIS AREA. HEREIN, IS ANOTHER OPPORTUNITY FOR LAUNDERING. EXCHANGE HOUSES HAVE BEEN KNOWN TO BE USED FOR MONEY LAUNDERING OPERATIONS.

VERY LITTLE ESCAPES DRUG TRAFFICKING. WE HAVE SEEN VIOLENT MURDERS, WE HAVE SEEN PUBLIC OFFICIALS TAINTED, AND WE HAVE SEEN PERSON AFTER PERSON, YOUNG AND OLD, ARRESTED FOR DRUG TRAFFICKING.

COMMUNITIES ADJUST AND DEAL WITH THESE ISSUES AS BEST AS POSSIBLE.

LAW ENFORCEMENT ATTEMPTS TO ANSWER EVERY CHALLENGE.

LAW ENFORCEMENT, PARTICULARLY LOCAL POLICE DEPARTMENTS, ARE VERY BIG COMPONENTS OF THE FRONT LINE.

WITH THIS REGARD, AN ARGUMENT FOR WHERE THE FRONT LINE IS CAN BE MADE FOR ANY GIVEN LOCATION OR ANY GIVEN REASON. IN THIS COUNTRY THERE IS ONE FRONT LINE THAT IS COMMON EVERY WHERE. THEY ARE POLICE OFFICERS. THEY ARE THE MOST COMMON AND MOST VISIBLE FRONT LINE.

THEY ARE THE FRONT LINE EQUALLY ANYWHERE IN THIS COUNTRY. THEY ARE THE LOCALIZED EFFORT.

WE ARE ARRESTING DRUG TRAFFICKERS AND WE ARE ARRESTING DRUGS. IT IS TIME THAT WE BEGIN TO ARREST THE DEMAND FOR DRUGS.

THROUGH LOCAL POLICE EFFORTS WE CAN BEGIN TO ARREST THE DEMAND FOR DRUGS. THESE EFFORTS MUST BE DIRECTED AT THE COMMUNITY, THROUGH COMMUNITY BASED PROGRAMS.

THE RED RIBBON AND THE JUST SAY NO CAMPAIGNS HAVE OPENED THE DOOR TO PUBLIC DISCUSSION AND EDUCATION OF DRUGS AND DRUG ABUSE. D.A.R.E. PROGRAMS AND OTHERS SIMILAR, HAVE ACTED AS A BRIDGE THAT HAS BEEN MISSING BETWEEN COMMUNITIES AND POLICE. THROUGH THESE PROGRAMS, POLICE OFFICERS ARE INTEGRATED INTO AN EDUCATIONAL ATMOSPHERE. WE THEN PARTICIPATE IN THE DEVELOPMENT OF CHILDREN AND OUR COMMUNITIES.

COMMUNITY POLICING PROGRAMS VARY. HOWEVER, THEY ARE COMMON FROM THE STANDPOINT THAT THEY ARE DESIGNED TO ENGAGE THE COMMUNITY, DEVELOP POLICE-COMMUNITY INTERACTION, AND IMPROVE THE QUALITY OF LIFE.

IN MAKING YOUR RECOMMENDATIONS, CONSIDER PRIORITIZING COMMUNITY BASED PROGRAMS. THIS IS HOW THE FEDERAL GOVERNMENT CAN ASSIST IN ADDING TO THE MOST VISIBLE FRONT LINE. THIS IS HOW WE CAN BEGIN TO ARREST THE DEMAND FOR DRUGS.

TESTIMONY BY

H. C. GARRETT

CHIEF OF POLICE

CORPUS CHRISTI, TEXAS

BEFORE

THE SELECT COMMITTEE ON NARCOTICS ABUSE AND CONTROL

CONCERNING

THE RESPONSE OF LAW ENFORCEMENT AGENCIES IN CORPUS CHRISTI

TO DRUG ABUSE AND NARCOTIC TRAFFICKING

DECEMBER 10, 1990

City of Corpus Christi

M. C. Garrett was born and reared in Corpus Christi. He joined the Police Department twenty-seven years ago and rose through the ranks. Because Chief Garrett has supervised all the divisions within the department, he has a familiarity with the problems and opportunities his administration faces as Corpus Christi enters the twenty-first century. Since his appointment as Chief of Police last year, he has encouraged an emphasis on the Drug Awareness Resistance Education (D.A.R.E.) Program, has overseen the modernization of new communication and computerized record keeping systems, and has guided the department towards a move into a new headquarters building.

Thank you, Chairman Rangel and members of the Select Committee on Narcotics Abuse and Control, for the opportunity to appear here today. I am Henry Garrett, Chief of Police in Corpus Christi, Texas.

In the best of all possible worlds there would be no drug abuse or crime. But this is not Eden and we must confront the magnitude of the problems our society faces. It is easy to philosophize and criticize, but words alone do not provide a resolution to the problems which threaten to engulf our communities. As the Chief of Police in Corpus Christi:

I can not remedy the crowded conditions of penal institutions.
I can not control the efforts of prosecutors.
I can not effect the decisions of probation and parole officials.

My administration is focused towards positive action rather than complaint. So I have chosen to channel the resources of the police department towards the achievement of attainable goals:

I can effect the numbers of arrests of narcotic traffickers.
I can impact the interdiction of narcotic contraband in South Texas
I can influence the choices made by the youth of Corpus Christi.

To accomplish these three broad ranged objectives departmental planners have identified five target groups and tailored a response

each specific pattern of illegal drug activity. These targets include:

1. International Smuggling Organizations
2. Prison Gangs
3. Motorcycle Gangs
4. Street Dealers
5. Youthful Offenders, especially those affiliated with Gangs

(1) Corpus Christi's geographic location offers access by air, land, or water to international smuggling organizations. Our city, sitting astride the Gulf of Mexico, is connected by two major highways to the U.S./Mexican border, and is situated in a sparsely populated region littered with airstrips. These factors combine to make South Texas an ideal trans-shipment site. Because of the clandestine nature of smugglers' activities an accurate assessment of the narcotic contraband which passes through our city is not possible, but last year a total of four hundred twenty one (421) narcotic cases generated at the two checkpoints located between Corpus Christi and the U.S.-Mexican border were referred to the Corpus Christi D.E.A. Task Force and current trends indicate that 1990 will show at least a five per cent (5%) increase. The U.S. Border Patrol estimates that only one (1) in twenty (20) smugglers choosing an overland route are caught. And while the actual effect of the smugglers' activities felt only minimally by South Texas, I have accepted a responsibility to limit the success of their operations.

(2) The most violent aspect of the drug trafficking community - law enforcement authorities in South Texas encounter are the prison oriented secret societies originating behind prison walls. Because

these groups thrive outside, as well as inside penal institutions, they can not be ignored. Two major gangs, the Texas Syndicate and the Mexican Mafia, vie for predominance in South Texas drug markets, and while competition festers between the two, cooperation between prison gangs and other types of criminal organizations has been documented. Current estimates of the membership of these rigidly structured groups range from five hundred (500) to a eight hundred (800) members each with the Mexican Mafia holding a numerical advantage, while the Texas Syndicate fosters a more fearsome reputation for violence.

(3) While the aforementioned groups tend to focus on the distribution of imported contraband, members of the motorcycle gang subculture prefer to monopolize the manufacture and distribution of synthetic drugs. A swath of eleven states stretching from Washington to Mississippi is dominated by the Bandido Motorcycle Gang which has been identified by the Department of Justice as one the "Big Four" gangs within this bizarre contra-culture. The Bandido Motorcycle Club is an international organization composed of approximately four hundred (400) individuals. The Corpus Christi chapter has a tough reputation even among members of this criminally oriented association and has particularly strong bonds to the ten (10) member chapter in Marseille, France. By force and intimidation, these twenty (20) individuals have grown to dominate the methamphetamine market in Texas which is conservatively estimated to be worth five (5) million dollars a year.

(4) All factions of non-traditional organized crime depend heavily on the fourth category of offenders to serve as the actual distribution mechanism. The individual street dealers who retail illegal contraband whether it be heroin, cocaine, methamphetamine, marijuana or other drugs are often users, as well as sellers. They generally keep only small quantities of contraband on hand and rely on a source of supply for routine re-stocking. Constant enforcement efforts must be made in order to limit the efficiency of these operatives who make up no more than one to two percent (1-2%) of the city's population.

(5) The future of our nation depends upon the choices which our youth make now. In order to insure that our children make the right decisions we must expose the real consequences of drug use and provide acceptable role models, especially to those segments of our society which are most vulnerable to the allure of the drug trade. Although the incidence of youth gang crime in Corpus Christi has not yet reached the proportions experienced in other metropolitan areas, conditions which foster the growth of this inner city plague do exist. Like many other cities, Corpus Christi is divided into economic sectors by its freeway system. For teens and young adults who do not drive or own cars, the barriers of the freeways often confine them to their own neighborhoods and encourage them to turn to narcotic trafficking and gang activities. The low socio-economic levels traditionally attained by the residents of many of the Hispanic and Black neighborhoods have made it difficult for the youth of these

areas to identify with the American dream. There are few role models who have acquired an education and the middle class values engendered in that accomplishment. Unfortunately the appearance of success in these neighborhoods is frequently associated with drug trafficking activities.

Corpus Christi encompasses one hundred twenty two (122) square miles and has an estimated population of two hundred seventy five thousand (275,000). The city employs three hundred sixty eighty (368) sworn officers to perform all police functions which includes making over thirteen thousand (13,000) arrests per year and filing more than sixty five thousand (65,000) initial offense reports. And while narcotic trafficking and drug abuse are a significant concern to the residents of our city, it is apparent that the police can not neglect their other responsibilities.

The strength and proficiency of the first three categories of narcotic traffickers depend on an organizational structure. Attacking these types of offenders takes resources which can only be generated by cooperation among local, state and federal agencies. The police department's response, while numerically small, is significant nevertheless. Four (4) officers are assigned to the D.E.A. Task Force and focus their attention primarily on investigations resulting from seizures made at the Border Patrol checkpoints. Not every checkpoint incident results in a major investigation, but earlier this year a quick response by city and federal agents to a six hundred (600) pound marijuana seizure by Border Patrol did result in a one hundred fifty

thousand (150,000) dollar money laundering case which netted twelve (12) defendants who were members of a smuggling organization which had been documented by the city's intelligence unit since the mid seventies. In addition to this manpower contribution to the D.E.A. Task Force, the city has been participating in a now-expiring grant project since 1972 which uses state and matching local monies to fund a specialized intelligence unit that targets organized crime figures. Since January of this year this six man group has been involved in cases which resulted in the arrest of eighty (80) narcotic traffickers and the seizure of cash and contraband with a value of more than two million (2,000,000) dollars. The thrust of this unit's activities is hinged upon cooperative efforts with agencies including the U.S. Customs Service, D.E.A., the Bureau of Alcohol, Tobacco and Firearms. I.R.S., and the Texas Department of Public Safety.

Street dealers, users, and routine narcotic trafficking enforcement is currently handled by then (10) city officers. During the first ten (10) months of 1990 they responded to one thousand four hundred and forty four (1,444) cases. While most of these investigations involved minimal amounts of contraband, we can not forget that the crux of interdiction is halting the actual transfer of dope from dealer to user. I want to cite two examples of cooperation between federal and local agencies which sent a powerful message to the street dealers in our city. Today the average cocaine transaction involves a ten (10) dollar rock which by weight translates to one tenth (1/10) of a gram. Such small amounts of contraband do not

normally merit the attention of investigators much less that of overburdened prosecutors. But in December, 1989 after eight weeks of investigation the U.S. attorney accepted and prosecuted cases against eleven (11) defendants who were charged with dealing cocaine. Convictions in federal court were followed by sentences which averaged twelve (12) years per offender. Again, between 1983 and 1989 city narcotic agents were stymied in their attempts to build a case against a retired Navy Lieutenant Commander that intelligence information indicated was bankrolling a cocaine trafficking organization that reaped profits in excess of five thousand (5,000) dollars per day while operating in a subsidized housing project. Cases against "Candyman," as he was called, floundered until the I.R.S. and a U.S. attorney agreed to pursue a quarter gram buy made by a city officer's informant. The results included the conviction of thirteen (13) dealers and the seizure of six (6) vehicles and eleven (11) properties. The kingpin, himself, received a seventeen (17) year sentence for the sale of twenty (20) dollars' worth of cocaine. Successful enforcement operations like this can only be accomplished through intergovernmental cooperation.

Despite the success of these enforcement efforts, the future of our community remains at risk. In Corpus Christi, the number of juveniles actually placed in a custodial situation has risen more than one hundred fifty percent (150%) this year and during the next twelve (12) months our department's five (5) juvenile investigators will react to three thousand (3,000) cases involving youthful offenders.

Traditional police procedures can not halt this trend, so two (2) years ago, our community turned to the Drug Abuse Resistance Education program. Law enforcement activity by its nature is reactive, but D.A.R.E., using positive role models and a pro-active approach to combat drug abuse and related crime, offers the promise of reducing the number of offenders in the next generation. This investment has stretched the department's resources to their limit. Eight (8) officers are currently assigned to teach six thousand (6,000) exit-level elementary students a seventeen (17) week core course on drug abuse on forty-three (43) campuses. In addition to this schedule, short programs are also presented to all of the other twenty four thousand five hundred (24,500) grade school students in Corpus Christi. In order to strengthen the probability of success we must find the manpower and monetary resources to support five (5) additional school liaison officers whose duties would include the presentation of a ten (10) week D.A.R.E. reinforcement lesson plan all eighth graders and a five (5) week course to high school seniors. This expansion would make it possible for police officers to help shape the future of nearly fifty nine thousand (59,000) students in forty eight (48) elementary, fifteen (15) middle, and nine (9) high schools.

Gentlemen, despite grim statistical evidence to the contrary, a realistic appraisal of the situation suggests that if we stay the course, we can influence the future. In our town: Law enforcement agencies are united in purpose. Cooperation among state, federal,

local law enforcement agencies is real. And while we recognize that we can not deter adult offenders from choosing a criminal lifestyle, the community can expect that selective enforcement will continue to limit the success of drug trafficking organizations and individuals.

We can arrest narcotic traffickers.

We can confiscate contraband.

We can seize drug profits.

And most important, we can teach our youth that drugs are not the answer to their problems.

Federal intervention can not check all of the drug related crime in any community, but I bring three suggestions for your consideration.

1. Encourage and reward cooperative drug investigation efforts carried out by federal and local agencies.

2. Encourage and reward a pro-active approach to drug abuse such as grant projects which focus on cooperative efforts between local law enforcement agencies and school districts.

3. Encourage and assist the continuation of successful cooperative efforts between law enforcement agencies by providing grant opportunities for specialized enforcement units.

TESTIMONY OF

WARREN P. REESE

Coordinator, Southwest Border
High Intensity Drug Trafficking Area
and
Director, Operation Alliance

Before the House Select Committee on
Narcotic Abuse and Control

Brownsville, Texas

December 10, 1990

Mr. Chairman, members of the Committee, I have been requested by Mr. Peter K. Nunez, Assistant Secretary of the Treasury for Enforcement, to represent him at this hearing. Thank you for the opportunity to appear before you today to offer testimony concerning the Southwest Border High Intensity Drug Trafficking Area (hereafter "HIDTA"). Mr. Nunez, as a former United States Attorney, and I, as a former Assistant U.S. Attorney, who lived and worked on the Southwest Border, have particular interest in this program. I would like to tell you briefly about the Treasury Department's involvement and activities in the HIDTA project.

As you are aware, the January 1990 National Drug Control Strategy (hereafter the "National Strategy") designated the Southwest Border as a High Intensity Drug Trafficking Area. Additionally, the National Strategy mandated a number of actions pertaining specifically to the Southwest Border. Coordination of participating federal, state and local agency efforts was identified as the key factor in an effective drug law enforcement program. To provide for effective coordination of federal programs in the Southwest Border HIDTA, the Department of the Treasury was designated as the lead agency responsible for such coordination, through Operation Alliance. Operation Alliance is an entity composed of federal, state and local government agency representatives, created in 1986 to coordinate interdictive law enforcement activities on the border. The National Strategy directed that Operation Alliance should be expanded to support the full range of coordination needed in the border area. The National Drug Control Strategy required Treasury to assign a senior official as Coordinator for the HIDTA, and Director of Operation Alliance, with responsibility for coordination of all entities identified as participants in implementation of the National Strategy. I was appointed to these positions earlier this year.

Since being named to these positions, I have traveled extensively along the Southwest Border, meeting with federal, state and local officials to solicit suggestions and recommendations as to how our cooperative efforts on the border can be improved. I have worked with Operation Alliance's Tactical Coordinators over the intervening months on actions directed toward implementation of the National Strategy.

Early in 1990, Operation Alliance sponsored the preparation of a Southwest Border Strategy. Participation of all concerned federal, state and local agencies was solicited, and through that collaborative effort, a strategy for the Southwest Border was prepared. It is now in process of distribution. The Southwest Border Strategy mirrors the National Strategy to a large extent and is intended to complement it. Now, for the first time, there is a single strategy for the entire Southwest

Border area. The development of this strategy has enabled all of the various law enforcement agencies along the border to work toward common, identified goals. These agencies are expected to develop sub-strategies and implementation plans, describing how each of them will address requirements to accomplish the goals delineated in the area strategy. This strategy is not meant to be a rigid formula. To the contrary, it is intended to grow and undergo modification as strategic assessments change and new techniques and ideas are developed.

The National Strategy recognized that law enforcement in the Southwest Border area has a strong interdiction component. The Southwest Border Strategy emphasizes interdiction, and enforcement efforts will continue to be designed to directly and indirectly deter the introduction of drugs into the United States, and the flow of money, arms and contraband to Mexico from the United States.

As you are also aware, $25 million was allocated to ONDCP to fund federal agency efforts in the implementation of the National Strategy HIDTA Program for 1990. Operation Alliance solicited from participating agencies proposals for funding personnel movements, enforcement and investigative activities and equipment and material acquisitions designed to enhance enforcement efforts in the area. A similar process was undertaken by the Department of Justice with respect to funding initiatives in the four metropolitan HIDTA's. These proposals were combined in a single submission to ONDCP which approved $10.66 million for investment in the Southwest Border HIDTA. The principal features of the implementation plan for 1990 were --

o Enhanced detection and interception capabilities at and between the ports of entry;

o Federal, state and local multi-agency operations, utilizing the expertise and technical capability of the Department of Defense and National Guard units;

o Intensified anti-corruption effort;

o Completion of an effective, secure communications network throughout the area;

o Movement of federal law enforcement agency personnel to border stations;

o Equipment to support these activities and initiatives.

Funds for these initiatives have now been spent or obligated.

The FY 1991 Treasury/Postal Appropriations bill provides for the allocation of $82 million to ONDCP to finance HIDTA initiatives--$50 million earmarked for federal agencies, and $32 million for state and local agencies. The Office of National Drug Control Policy has announced that the major thrust of 1991 HIDTA spending priorities for federal agencies should be in the areas of disruption of trafficking organization financial activities, intelligence and technology. As to the state and local funding programs, ONDCP has specified that proposals should include funding to support multi-jurisdictional initiatives focusing on drug-related violence and initiatives which complement multi-agency efforts to dismantled significant drug trafficking organizations and their operations.

The Committee will hear testimony from Mr. James Bowen, Senior Tactical Coordinator for Operation Alliance and from representatives of the various federal, state and local agencies regarding their participation in the enforcement effort along the border.

While it is apparent that the supply of drugs coming into the U.S. is reduced, there is evidence of airborne smuggling from Colombia to Mexico and seizures of substantial quantities of cocaine in the past few weeks, which indicate the flow continues. Marijuana harvest season has just passed, and we can expect a resurgence in marijuana importation. In response, we have enhanced our border operations to interdict this increased flow of illegal drugs.

We are engaged in something akin to a guerrilla war along this border against well-enthrenched and well-organized trafficking groups. These groups have flexibility and versatility. They are well and immediately supported with manpower, equipment and seemingly limitless financial resources. On our side, we have the special expertise, personnel and equipment of the Department of Defense to supplement, in a supportive way, our civilian law enforcement initiatives. Joint Task Force 6 in El Paso, the Defense Department's coordinating command, recently celebrated its first birthday. I commend the spirit and strength of JTF-6's support. Department of Defense and National Guard personnel are bringing imagination and realism to the fore in formulating training and planning concepts which are very encouraging.

Continuing a balanced approach--encompassing both the demand and supply features of the problem--promises, as I have indicated, to enable us to achieve control of the problem if we cannot realistically expect completely to erase it.

Unfortunately, whereas the traffickers can immediately draw upon their various resources, we must calculate delays in bringing into the field the resources necessary to combat drug trafficking organizations. To a degree, such delays are to be expected in an ordered and systematic form of government, such as ours. However, we should be sensitive to the necessity for timely and adequate deployment of civilian and military assets, and be alert to ways to expedite mobilizing our capabilities to give us the immediate response capability we need to be effective. We must anticipate that as we become more successful at the ports of entry in deterring smuggling, traffickers will emphasize efforts between the ports, where adequate staffing of the Border Patrol is imperative.

To summarize, we believe we have made significant inroads in cutting the supply of drugs into the U.S. There is no doubt that we are getting smarter and more resourceful in our methods and operations. Programs like HIDTA, Operation Alliance, etc., are helpful because they draw on the resources and talents of hundreds of law enforcement officers, intelligence analysts and military personnel. This coordination and sharing of resources with state and local agencies is important and occurs each day. We believe we are making a difference.

Thank you for giving me the opportunity to testify. I would be happy to answer any questions you may have.

TESTIMONY OF

JAMES C. PIATT

REGIONAL COMMISSIONER

UNITED STATES CUSTOMS SERVICE

SOUTHWEST REGION

BEFORE THE

HOUSE SELECT COMMITTEE ON

NARCOTICS ABUSE AND CONTROL

BROWNSVILLE, TEXAS

DECEMBER 10, 1990

MR. CHAIRMAN, MEMBERS OF THE COMMITTEE, GOOD MORNING AND WELCOME TO BROWNSVILLE, ONE OF THE CUSTOMS SERVICE'S BUSIEST AND MOST IMPORTANT PORTS OF ENTRY. I APPRECIATE THE OPPORTUNITY TO APPEAR BEFORE THIS COMMITTEE TODAY TO TALK ABOUT THE ROLE OUR AGENCY PLAYS IN OPERATION ALLIANCE, IN THE NATIONALLY DESIGNATED HIDTA'S, AND THE WAR ON DRUGS. WITH ME THIS MORNING IS ASSISTANT REGIONAL COMMISSIONER FOR ENFORCEMENT JERRY PADALINO. MR. PADALINO HAS SPECIFIC JURISDICTION OVER ALL OF CUSTOMS INVESTIGATIVE ACTIVITIES IN THE SOUTHWEST.

I WOULD LIKE TO BE ABLE TO GIVE YOU SOME IDEA OF THE MAGNITUDE OF THE DRUG SMUGGLING PROBLEM ON THE SOUTHWEST BORDER LAST FISCAL YEAR WE SEIZED OVER 130,000 POUNDS OF MARIHUANA AND MORE THAN 23,000 POUNDS OF COCAINE. THIS YEAR, WE NOTE AN INCREASE IN HEROIN TRAFFICKING ON THE SOUTHERN BORDER. SMUGGLERS CONTINUE TO USE EVERY METHOD IMAGINABLE TO BRING NARCOTICS INTO THIS COUNTRY. WE'RE DOING THE BEST WE CAN TO OUTTHINK THEM, TO OUTSMART THEM, AND TO BE THERE BEFORE THEY GET THERE. WE BELIEVE WE'RE BEING EFFECTIVE. A DISCOVERY BY CUSTOMS AGENTS LAST MAY OF AN UNDERGROUND DRUG SMUGGLING TUNNEL AT THE ARIZONA/MEXICO BORDER WAS A GOOD INDICATION OF THE ELABORATE AND COMPLEX LENGTHS THE SMUGGLERS HAVE BEEN FORCED TO GO TO IN ORDER TO AVOID LAW ENFORCEMENT.

THIS YEAR WE'VE EMPLOYED A NUMBER OF TECHNIQUES AND SPECIAL OPERATIONS TO FURTHER THWART SMUGGLING OPERATIONS. FOR EXAMPLE, WE HAVE ENLISTED THE AID OF THE NATIONAL GUARD TO HELP US SEARCH CARGO TRUCKS AT BORDER IMPORT LOTS. AT PRESENT WE HAVE GUARD MEMBERS ASSIGNED AT ALL MAJOR PORTS OF ENTRY ON THE SOUTHERN BORDER. IT HAS PROVED TO BE A SUCCESSFUL COOPERATIVE VENTURE; THERE ARE NUMEROUS SEIZURES WHICH WE BELIEVE RESULTED BECAUSE OF THE ADDITIONAL MANPOWER CUSTOMS WAS AFFORDED BY THE GUARD PRESENCE. AT PRESENT WE HAVE APPROXIMATELY 300 NATIONAL GUARD MEMBERS WORKING WITH US IN THE STATES OF ARIZONA AND TEXAS.

BEGINNING IN NOVEMBER CUSTOMS INITIATED ANOTHER UNIQUE OPERATION ALONG THE SOUTHERN BORDER. CODE NAMED "SHORT STOP" THIS SPECIAL OPERATION INCLUDED THE TEMPORARY REASSIGNMENT OF 100 CUSTOMS INSPECTORS, 20 CUSTOMS CANINE ENFORCEMENT OFFICERS, AND 145 MEMBERS OF THE NATIONAL GUARD FROM OTHER LOCATIONS TO HIGH RISK PORTS OF ENTRY ON THE SOUTHERN BORDER. THE RESULTS OF THE ADDITIONAL STAFFING HAVE BEEN PHENOMENAL. LET ME GIVE YOU SOME VALIDATING STATISTICS:

IN NOVEMBER OF 1989, CUSTOMS OFFICERS IN THE SOUTHWEST REGION SEIZED APPROXIMATELY 8,000 POUNDS (8,282) OF MARIHUANA. THIS NOVEMBER, WITH THE ADDITIONAL ASSISTANCE OF OPERATION SHORT STOP PERSONNEL, WE SEIZED OVER 22,000 POUNDS (22,702) POUNDS OF

MARIHUANA. LAST NOVEMBER OUR COCAINE SEIZURES AMOUNTED TO 14 POUNDS. THIS NOVEMBER, UNDER OPERATION SHORT STOP, WE SEIZED 175 POUNDS IN THE ONE MONTH PERIOD. ADDITIONALLY, AND I THINK OF SIGNIFICANCE, UNDER OPERATION SHORT STOP, CUSTOMS INSPECTORS SEIZED OVER 9 POUNDS OF HEROIN THIS MONTH - THAT'S MORE THAN WE SEIZED ON THE LAND BORDER DURING ALL OF LAST YEAR. AS YOU CAN IMAGINE, WE ARE QUITE WITH THE REMARKABLE RESULTS WHICH WERE ACHIEVED IN ONLY A MONTH.

THE ABILITY OF OUR SPECIAL AGENTS TO CONDUCT DRUG SMUGGLING INVESTIGATIONS UNDER THE PROVISIONS OF TITLE 21 OF THE UNITED STATES CODE IS ONE OF THE STRONGEST ELEMENTS OF CUSTOMS OVERALL SOUTHERN BORDER DRUG ENFORCEMENT STRATEGY. THE DRUG ENFORCEMENT ADMINISTRATION (DEA) HAS CROSS DESIGNATED 322 CUSTOMS AGENTS IN THE SOUTHWEST. IN EFFECT, 3/4 OF THE CUSTOMS AGENTS HAVE NOW BEEN AUTHORIZED BY DEA TO CONDUCT THESE INVESTIGATIONS. MR. CHAIRMAN, WE BELIEVE THAT IT IS ESSENTIAL THAT CUSTOMS AGENTS MAINTAIN THIS AUTHORITY. WE HAVE BEEN PLEASED WITH THE SUCCESS OF THE CROSS DESIGNATION PROGRAM THUS FAR AND FEEL THAT THIS AUTHORITY WHICH WE NOW SHARE WITH DEA HAS IN A REAL SENSE AUGMENTED THE ARMY WHICH FIGHTS THE WAR ON DRUGS.

NO AGENCY IS FIGHTING THE DRUG WAR SINGLEHANDEDLY AND NO AGENCY IS GOING TO WIN THE DRUG WAR SINGLEHANDEDLY. IN CONSIDERATION OF THAT, THE CUSTOMS SERVICE HAS TAKEN ITS ROLE IN OPERATION ALLIANCE VERY SERIOUSLY FROM THE OUTSET. SINCE 1988 WE HAVE CONDUCTED OUR OWN CROSS DESIGNATION PROGRAM - ONE THAT IS DESIGNED TO PROVIDE STATE AND LOCAL LAW ENFORCEMENT OFFICERS, WHO ENCOUNTER OR INVESTIGATE DRUG SMUGGLERS, WITH THE ABILITY TO EXERCISE CUSTOMS' UNIQUE SEARCH AND ARREST AUTHORITY IN CERTAIN LAW ENFORCEMENT SITUATIONS. AS AN INTEGRAL PART OF THIS PROGRAM, WE CONDUCT A TWO DAY CROSS DESIGNATION TRAINING SEMINAR WHICH EXPLAINS THE FULL RANGE OF CUSTOMS BORDER SEARCH AUTHORITY UNDER THE PROVISIONS OF TITLE 19 OF THE UNITED STATES CODE. SINCE THE INCEPTION OF THE PROGRAM OVER 729 STATE AND LOCAL OFFICERS REPRESENTING 150 INDIVIDUAL ENFORCEMENT AGENCIES HAVE PARTICIPATED IN THESE SEMINARS IN THE SOUTHWEST.

ALL OF OUR ENFORCEMENT EFFORTS SEEK TO STOP THE SMUGGLING OF NARCOTICS INTO THE U.S. THIS IS BEING ACCOMPLISHED BY EMPHASIZING AN AGGRESSIVE MULTI AGENCY ENFORCEMENT STRATEGY. THAT STRATEGY INCLUDES THE INTEGRATION OF STATE/LOCAL LAW ENFORCEMENT AGENCIES INTO OUR ENFORCEMENT OPERATIONS THROUGH THE ACTIVE UTILIZATION OF CUSTOMS CROSS DESIGNATED STATE AND LOCAL OFFICERS IN A TASK FORCE, OR MULTI-DISCIPLINE, SETTING. THIS SETTING FOSTERS THE EXCHANGE OF INTELLIGENCE, INFORMATION, AND

IDEAS BETWEEN OUR SERVICE AND THE LAND, AIR, AND MARINE RESOURCES OF OTHER AGENCIES.

IN SUPPORT OF THESE MULTI-AGENCY OPERATIONS, CUSTOMS HAS DISTRIBUTED IN EXCESS OF 500 RADIOS TO STATE AND LOCAL AGENCIES. WE HOPE TO BE ABLE TO CONTINUE SUPPLYING THESE RADIOS, MOST OF THEM VOICE SECURE, TO OUR STATE AND LOCAL COUNTERPARTS. OVER 425 OF THESE OFFICERS HAVE BEEN ASSIGNED RADIO CALL SIGNS WHICH AUTHORIZE THEIR ACCESS TO THE ALLIANCE RADIO NET THROUGH OUR SECTOR COMMUNICATIONS CENTER IN HOUSTON.

AT PRESENT, WE ARE ACTIVE PARTICIPANTS IN AT LEAST 14 MAJOR MULTI-AGENCY TASK FORCES AND COMBINED BORDER SMUGGLING GROUPS. PARTICIPATION WITH LOCAL AGENCIES HAS BECOME THE NORM, RATHER THAN THE EXCEPTION.

A HISTORICAL MISSION OF THE CUSTOMS SERVICE HAS BEEN THE PROTECTION OF U.S. BORDERS FROM THE INTRODUCTION OF CONTRABAND. THE INTERDICTION OF NARCOTICS REMAINS ONE OF OUR TOP PRIORITIES AND IN TODAY'S WORLD THAT IS CLOSELY TIED TO STRICT ENFORCEMENT OF CURRENCY REPORTING REQUIREMENTS AND LAWS RELATED TO MONEY LAUNDERING. DRUGS AND MONEY ARE INEXRICABLY LINKED. WE HAVE INTERCEPTED LARGE AMOUNTS OF CURRENCY BEING SMUGGLED BOTH IN AND OUT OF THE COUNTRY.

LAST APRIL, HERE IN BROWNSVILLE, CUSTOMS OFFICERS SEIZED $2.4 MILLION IN UNREPORTED CURRENCY AS IT WAS BEING TAKEN OUT OF THE UNITED STATES INTO MEXICO. THAT'S AN EXAMPLE OF THE TYPE OF ILLICIT CURRENCY MOVEMENTS WHICH ARE BECOMING MORE AND MORE COMMONPLACE.

WHERE THERE IS DRUG TRAFFICKING THERE IS CASH THAT HAS TO BE LAUNDERED. THE CUSTOMS SERVICE DEVOTES A GREAT DEAL OF TIME AND PERSONNEL TO THE INVESTIGATION OF MONEY LAUNDERING. WE WORK WITH OTHER FEDERAL AGENCIES AND WITH STATE AND LOCAL LAW ENFORCEMENT AGENCIES TO BREAK DOWN MONEY LAUNDERING ORGANIZATIONS AND SEIZE DRUG MONEY. IN JUNE, CUSTOMS AND IRS, CONCLUDED A 21 MONTH UNDERCOVER OPERATION HERE IN TEXAS - CODE NAMED VAGABOND - WHICH TARGETED CASAS DE CAMBIO WHICH WERE ENGAGED IN MONEY LAUNDERING. UNDER OPERATION VAGABOND, UNDERCOVER CUSTOMS AND IRS AGENTS LAUNDERED $1.6 MILLION THROUGH SUSPECT BUSINESSES. THESE BUSINESSES BELIEVED THE MONEY TO BE PROCEEDS FROM NARCOTICS SALES. THEY EITHER FALSIFIED OR FAILED TO SUBMIT FINANCIAL REPORTING FORMS. AT THE CONCLUSION OF THE OPERATION 27 EXCHANGE HOUSE OPERATORS WERE ARRESTED FOR VIOLATING U.S CURRENCY LAWS.

THESE SPECIAL OPERATIONS AND INVESTIGATIONS TAKE TIME, THEY TAKE MONEY, AND THEY REQUIRE ADDITIONAL TRAINED PERSONNEL. WE HAVE BEEN PLEASED TO RECEIVE THE ADDITIONAL FUNDING THAT HAS BEEN

DIRECTED AT US BECAUSE OF THE NEW HIGH INTENSITY DRUG TRAFFICKING AREA DESIGNATIONS. THOUGH WE HAVE NOT RECEIVED HIDTA FUNDING YET FOR THIS FISCAL YEAR, WE LOOK FORWARD TO PUTTING OUR ALLOCATION TO GOOD USE. IN ORDER TO MORE ACCURATELY ADDRESS OUR LONG TERM LAND BORDER INITIATIVES, WE USED LAST YEAR'S HIDTA FUNDING TO RELOCATE PERSONNEL AND EQUIPMENT FROM LESS PRODUCTIVE INLAND OFFICES TO HIGH VOLUME OFFICES WITHIN THE TARGETED AREA.

MR. CHAIRMAN, THIS CONCLUDES MY PREPARED REMARKS. I WILL BE HAPPY TO ANSWER ANY QUESTIONS THAT YOU OR THE COMMITTEE MEMBERS MAY HAVE.

STATEMENT OF

MICHAEL S. WILLIAMS
ASSISTANT COMMISSIONER

U.S. BORDER PATROL
IMMIGRATION AND NATURALIZATION SERVICE

BEFORE THE

U.S. HOUSE OF REPRESENTATIVES

SELECT COMMITTEE
ON
NARCOTICS ABUSE AND CONTROL

DECEMBER 10, 1990
9:30 A.M.

THE FEDERAL COURT HOUSE
500 EAST COURT HOUSE, 2ND FLOOR
BROWNSVILLE, TEXAS

7/90 12:52 ☎202 786 5340 COPIO

Mr. Chairman, I would like to thank you and the members of the Committee for the invitation to speak before you today. I appreciate the opportunity to provide you with information about the problem of drug smuggling and the Immigration and Naturalization Service's role in drug interdiction along the southwest border.

The Border Patrol continues to place its greatest emphasis on border control. A little over half (55%) of our resources are directly involved in border control, focused on the illegal entry of aliens, drugs, weapons and other contraband. Our other resources are involved in apprehending criminal aliens, the enforcement of employer sanctions in border areas, and support activities. In fiscal year 1990, the Border Patrol made 4,601 seizures of illicit drugs with an estimated street value of $830 million. The Border Patrol also apprehended 1,101,119 aliens illegally entering the U.S., representing an increase of almost 24% over the previous year.

Drug smuggling along the southwest border continues to be a major problem. Interdiction successes in the Caribbean have caused South and Central American drug organizations to change their transportation routes to bring illicit drugs across the U.S. - Mexico border. As the committee is aware, recent reports indicate that traffickers from Columbia have increased their shipments of cocaine to northern Mexico in recent months and staged them at remote locations for shipment into the U.S. There are hundreds of air strips that can be used to land these drugs in Mexico, and from there the drugs have been moved to thousands of barns, warehouses and other locations. As this moment, smugglers are carrying these drugs across the border or getting ready to do so. They have many options, including hidden compartments in vehicles, concealment in shipments of commercial cargo or in the luggage of border crossers, air drops from small planes on border hopping flights and backpacking through remote border areas.

The flow of currency and weapons across the border continues to be a serious problem. In the first three quarters of fiscal year 1990, the Border Patrol seized over $23 million in currency and over 2,500 weapons.

Under Operation Alliance, the U.S. Border Patrol has been designated with the primary responsibility for drug interdiction between ports of entry on the southern land border. Although the Border Patrol's primary mission is the prevention and detection of persons illegally entering the

U.S., the Patrol has developed and maintains a high degree of expertise in the field of drug interdiction. Border Patrol officers are highly trained, bilingual, and possess a knowledge and understanding of the southern border and its inhabitants that can only be acquired after more than a half century of continual physical presence on the border.

The Border Patrol strategy for drug interdiction makes full use of our personnel resources, and the extensive sensor and communications networks and other specialized equipment and facilities designed to support our primary mission. Drug interdiction is a secondary mission of all routine Border Patrol and traffic check operations and is the primary focus of Border Patrol participation in special operations and local or mobile corridor multi-agency task forces. Most of our Patrol agents have been trained and cross designated by DEA and Customs. This enables Patrol agents to conduct searches, and make seizures and arrests for violations of federal drug control laws which come to their attention during their routine immigration law enforcement activities. Border Patrol canine teams are regularly used to detect and locate concealed drugs at our traffic checkpoints and between the ports. The Border Patrol also provides canine support to the small local law enforcement agencies in the border areas which cannot afford a canine program.

As a charter member of Operation Alliance and one of five agencies represented on the Operation Alliance permanent staff, we are strongly committed to inter-agency coordination and cooperation. The Patrol participates in a number of Border Alliance Groups, local multi-agency interdiction task forces which combine federal, state and local agencies and are supported by Operation Alliance. INS Special Agents participate in Metropolitan Enforcement Groups, targeting drug trafficking organizations which operate in border communities and pursuing leads developed from interdiction seizures.

In the past, when a significant drug smuggling threat was identified, the Patrol participated in Operation Alliance mobile task force operations, detailing additional resources to a designated border area for a limited time. Mobile corridor operations respond to areas of increased smuggling, improving our chances of seizing drugs, and forcing smugglers to react to the enhanced risk of seizure and arrest by changing their routes and

methods of smuggling.

More recently, the Border Patrol has addressed these smuggling threats through special operations which increase the level of our personnel resources available for patrol and drug interdiction. Many of the operations are joint operations with other federal, state and local agencies, supported by active duty, reserve and state National Guard military units. This gives us the flexibility to activate a stronger response to an immediate smuggling threat using officers familiar with the area.

INS also assists the U.S. Customs Service at ports of entry to interdict drugs being smuggled into the U.S. in commercial cargo and private vehicles and on persons themselves. INS and Customs have worked together to test innovative approaches to detect and deter drug smuggling operations at ports of entry.

The Border Patrol and other INS programs are playing an integral part in the implementation of Operation Alliance Southwest Border Drug Control Strategy, which was developed in July 1990. This strategy is a comprehensive, multi-agency plan of attack which was developed to support the National Drug Control Strategy and includes the efforts of most law enforcement agencies in the Southwest Border High Intensity Drug Trafficking Area (HIDTA). The original draft of this strategy was written by a representative group of federal, state and local law enforcement agencies and reviewed by approximately 300 law enforcement officers and managers from across the southwest border.

In fiscal year 1990, the INS received approximately $3.2 million specifically for HIDTA activities. This money was used to acquire additional secure, interoperable radios, tactical sensors, and to conduct special interdiction operations. In fiscal year 1991, INS is requesting HIDTA funding for the acquisition of additional night vision and other specialized equipment, special operations, and security enhancements at the border and at Border Patrol traffic checkpoints.

The level of cooperation between the federal, state and local law enforcement agencies along the southwest border is better than it has ever been. The role of Operation Alliance in coordinating the increasing number

of inter-agency operations continues to grow. This coordination role has also been increased by support from the Department of Defense (DOD) which is provided by Joint Task Force Six and the DOD Regional Logistics Support Center, both of which are located in El Paso, Texas. All of the DOD support being provided to law enforcement agencies in the southwest is being coordinated through Operation Alliance.

The importance of Operation Alliance's role in coordinating interdiction operations and DOD support is exemplified by the fact that the Bureau of Land Management, National Park Service, IRS and the FBI, as well as each of the four border states, have decided to assign an officer to represent them on the Operation Alliance permanent staff at the Special Coordination Center in El Paso.

Smuggling has a long history on the southwest border. It grew during the years of Prohibition, as criminal organizations established bases of operation for smuggling alcohol, and increased during the post-war years as alien smuggling rings grew in number and size. These groups have readily turned to smuggling drugs in addition to aliens, weapons, currency, stolen cars, and other contraband. Some organizations work on a contract basis for other drug trafficking organizations and some have expanded into full-scale drug production and distribution enterprises. The Drug Enforcement Administration (DEA) has identified over 200 criminal organizations which smuggle drugs across the southwest border.

Mexico is seen as a safe haven for criminals fleeing from U.S. enforcement agencies, and their close proximity makes border communities vulnerable to criminal gangs and organizations based in Mexico. The Border Patrol has responded to unique border crime problems in cooperation with local law enforcement agencies, and often these have been coordinated efforts with Mexican law enforcement agencies. For example, the Border Patrol participated in the Border Crime Prevention Unit with the San Diego Sheriff's Office to control the activities of border bandit groups which have assaulted and robbed aliens as they were attempting to illegally enter the U.S. In El Paso, Texas, the Patrol teamed with the city police to deter and apprehend border crime groups which specialize in shoplifting from merchants in the immediate vicinity of the border. In these and many other areas, the Patrol works with state and

local agencies to identify and arrest burglary and car theft rings which prey on border communities. Local police agencies can give you an accurate assessment of current trends to round out the picture of border crime and criminal organizations, especially the changes in violent crime, drug usage, and the other indicators which result from the activities of drug gangs in their communities.

Violent encounters by our officers during routine patrol and special operations have increased in intensity and number in recent months. During fiscal year 1990, the Border Patrol was involved in 468 armed encounters, representing an increase of 30% over the previous year.

The Service is pleased by the enactment during the last session of Congress of the Immigration Act of 1990 which grants Border Patrol and other INS officers general arrest authority and the authority to carry firearms. This legislation, Public Law 101-649, which was signed by the President on November 29, gives INS law enforcement officers powers commensurate with the increasing complexity and diversity of the immigration crimes we encounter, and enhances our ability to contribute to inter-agency task forces dealing with drug trafficking and other serious crimes involving aliens. It eliminates a serious concern about liabilities arising from situations in which our officers have made citizen's arrests in the performance of their federal law enforcement duties. It also clarifies the authority of our officers to defend themselves from deadly assault. We are working now to provide the necessary training and issue appropriate regulations and instructions to put this new authority into action.

We are also pleased that this legislation included provisions to expedite deportation proceedings for aliens convicted of "aggravated felonies" by restricting various forms of discretionary relief of deportation. With these changes, we expect to be able to move criminal aliens through exclusion and deportation proceedings more expeditiously while they are incarcerated for their drug related crimes, and remove them from the U.S. immediately upon their release from prison. This will prevent them from returning to our communities, further disrupting the drug organizations they control or work for, and contribute to state and local law enforcement efforts to control drug abuse and maintain public safety.

Secure communications between agencies are essential to the success of drug interdiction and indeed for the success of the INS mission for border control and immigration law enforcement. INS is implementing the first steps in the conversion of our radio communications systems to secure interoperable equipment. We plan to fully replace radio systems at several Border Patrol sectors on the southwest border and to provide a small number of mobile and portable radios for each other sector. We are also providing secure telephone communications to all Border Patrol sectors and INS district offices. All new systems and expansions will be secure and interoperable, and we will convert existing systems as fast as resources permit. These steps will give us a minimal level of secure communications along the entire southwest border for our border control and drug interdiction operations, but will leave our operations in large sections of the border open to radio eavesdropping by smugglers. We are making progress with the 'seed money' provided through the Department of Defense, but still have a long way to go to achieve completely secure, interoperable communications for Border Patrol and other INS operations at all our locations throughout the U.S.

In closing, Mr. Chairman, I would like to emphasize the fact that drug interdiction is only one part of the solution to this nation's drug abuse problem. The National Drug Control Strategy set important objectives for the expansion of drug treatment and education, as well as enhancements to intelligence and research and development, and improvements to criminal justice system procedures and resources at all levels. It is also important to ensure that source and transshipment countries, and other nations which are experiencing a growth in drug abuse, are given appropriate support and encouragement, and held accountable for their role in reducing the supply of drugs and controlling international money laundering. Only a sustained and coordinated effort can get the job done.

We are proud of the contribution which the Border Patrol and the other programs of the Immigration and Naturalization Service are making to this vital national effort. Mr. Chairman, I would be pleased at this time to answer any questions you or the Committee may have.

Statement

by

Ruben Monzon

Special Agent In Charge
Houston Field Division
Drug Enforcement Administration
United States Department of Justice

before the

Select Committee on Narcotics Abuse and Control

U. S. House of Representatives

Concerning

The Drug Situation Along the Texas/Mexico Border

December 10, 1990
Brownsville, Texas

Chairman Rangel and Members of the Select Committee on Narcotics Abuse and Control: I appreciate this opportunity to appear before you today on behalf of the Drug Enforcement Administration (DEA) to discuss the drug trafficking and abuse situation along the United States/Mexican border. I am the Special Agent in Charge of DEA's Houston Field Division, one of 19 divisions that DEA has across the country.

The Houston Field Division is unique in comparison to other DEA divisions. The approximately 152,000 square miles of geographical area under its jurisdiction includes 800 miles of Mexican border and 624 miles of open Gulf coastline. The Division is divided into four districts: Houston, San Antonio, El Paso, and McAllen, and there are seven Resident offices and two Posts of Duty.

Within the Houston Division, the McAllen District Office, with resident offices located at Brownsville and Corpus Christi, has jurisdictional responsibility over the largest portion of the Mexican border, along with a considerable portion of the Gulf of Mexico coastline. I will therefore focus my remarks today on the drug trafficking situation in the jurisdictional area of the McAllen District and our efforts in combatting the drug problem along the border in this area.

The drug problem along the Southwest border is multifaceted. Law enforcement in this area is faced with combatting the importation of drugs that originates within Mexico, the transshipment through Mexico of drugs from other source countries, and the transit through the McAllen District of drugs destined for markets throughout the United States.

Smuggling occurs across the Mexican border into the United States by water, land, and air. Small boats and even rafts are utilized to cross drugs into the United States along the Rio Grande River; and pleasure, fishing, and commercial vessels bring drugs into the United States at any number of points along the Gulf Coast. Although a variety of vehicles are utilized to smuggle drugs through border points of entry and northern checkpoints, the use of tractor-trailer trucks is a preferred method of smuggling because larger quantities of drugs can be carried and hidden in bulk loads of commodities, which decreases the risk of detection.

Private aircraft are also utilized to transport drugs into the United States along the Southwest border, frequently flying at very low altitudes in order to avoid detection by radar and landing at clandestine airstrips, on dry river beds, or even remote roads. Numerous clandestine airstrips, which are highly suitable for the purpose of drug smuggling, have been identified on both sides of the border within the McAllen District's area of responsibility.

Heroin, cocaine and marijuana are the predominant drugs involved in both the trafficking and abuse problem along the Southwest border. Mexico is a major source country for heroin, producing both traditional Mexican brown and black tar heroin. These forms of heroin are readily available along the Southwest border and are transited to other major cities within the United States and used locally by the area's addict population.

Purities of black tar heroin encountered along the border have increased substantially in recent years, and it is not unusual for purity levels to be as high as 80 percent, which is not far below that of Southeast Asian or Southwest Asian white heroin. Mexican heroin is not routinely encountered in large quantities on the United States side of the border. It is most often smuggled in small quantities utilizing private vehicles or pedestrian couriers. Heroin trafficking remains a highly profitable venture with retail sales prices ranging from $4,000 to $6,000 per ounce.

The Southwest border, and in particular the Texas/Mexico border area, has become a major entry point for large quantities of Colombian-produced cocaine which are brought to Mexico for transshipment to the United States. Colombian cartels have aligned themselves with major Mexican transportation organizations and often stockpile large quantities of cocaine at various points along the border in Mexico. These stockpiles are then smuggled into the United States usually in commercial vehicles or by private aircraft. Evidence of the magnitude of the cocaine problem in this area is clearly demonstrated by the seizure of approximately 18,000 pounds of cocaine in Harlingen, Texas, in October 1989.

Cocaine abuse and the use of crack along the Southwest border is low compared to other areas of the United States, and the majority of the cocaine brought to the border area is destined for other parts of the country.

Marijuana along the Southwest border is abundant and of Mexican origin in almost all instances. There is little, if any, domestically grown marijuana encountered in this area. The majority of marijuana smuggled into the United States across the Mexican border is transported in private vehicles through the ports of entry, with larger quantities being carried by commercial trucks. Recent seizures of marijuana at border ports of entry and northern checkpoints in quantities greater than 500 pounds have involved tractor-trailers carrying produce, and in one instance, a refrigerated truck carrying frozen shrimp.

Marijuana trafficking continues to yield a high profit margin, and the continued high level of demand for the drug perpetuates continued smuggling activity. Marijuana is the preferred drug of abuse along the border and this abuse pervades the entire social strata. It is a particular problem among adolescents and school age children in this area.

The complexity of the drug problem along the border area requires a multifaceted enforcement effort to combat both trafficking and abuse. In recognition of this serious situation, the Southwest border has been designated as one of the five High Intensity Drug Trafficking Areas (HIDTA) in the National Drug Control Strategy. In conjunction with this designation, multi-agency efforts currently ongoing in the border area will be expanded in early 1991 as part of the Southwest Border HIDTA.

This concept will target its efforts specifically at the drug threat posed along the border and will comprise personnel from the Drug Enforcement Administration and other Federal, state, and local agencies.

DEA promotes the task force concept, particularly in the border area, and currently works in cooperation with the Organized Crime Drug Enforcement Task Force (OCDETF) and several task forces along the border and in the Gulf Coast area. Formal state and local task forces are presently located in Laredo and Corpus Christi, and a Federal task force is located in McAllen, Texas. In other areas DEA works cooperatively with representatives of the Texas Department of Public Safety, as well as numerous sheriff's offices and local police departments.

Routine cooperative efforts in the border area extend to the Federal level, where DEA is involved in a number of joint investigations with the FBI and with United States Customs Service Agents, who have been cross designated with Title 21 Authority to work jointly with DEA in drug investigations.

DEA continues to serve as one of the members of the Joint Command for Operation Alliance which was first established in 1986 to halt the flow of illegal drugs, firearms and other contraband across the United States/Mexico border. As such, DEA participates with both the United States Border Patrol and the United States Customs Service in coordinating anti-smuggling operations that have been established in cooperation with state and local agencies in Texas and each of the other three border states. In the State of Texas, DEA agents are assigned to Operation Alliance in the cities of Brownsville, Corpus Christi, Eagle Pass, Laredo, McAllen, and El Paso.

In order to maximize the effectiveness of both limited manpower and resources in dealing with the drug threat along the border, DEA, in all of its endeavors, continually focuses its enforcement efforts on those drugs which have the most severe impact upon the community, and targets its efforts against the highest level of violators and their organizations.

In addition to the apprehension of major violators, DEA also pursues the seizure of drug assets. This has proven itself a highly effective means of disrupting the activities of criminal organizations because it deprives the traffickers of the monetary resources needed to operate, and it reduces their power base. Efforts in this regard have been highly successful during the last fiscal year in the McAllen District, where over $30 million in drug traffickers' assets have been seized.

Recently, legislation has been enacted in the State of Texas which provides for the seizure of assets under Texas law. It is anticipated that this approach to dismantling drug organizations will achieve even greater success in the future, and DEA is actively involved in providing training in this area to local law enforcement personnel.

** TOTAL PAGE.008 **

While DEA continues to actively pursue enforcement efforts along the Southwest border, we are also concerned with reducing the demand for drugs in the local communities. Our demand reduction effort is directed at developing and implementing drug prevention and education programs in this area. DEA is actively working with various educational, business, and civic organizations, as well as other concerned groups within the communities along the Southwest border, to identify needs in this area and create programs to meet these needs.

Just recently, the McAllen District was actively involved in the Texas Red Ribbon Week campaign in October. This Texas-wide program honors the memory of DEA Special Agent Enrique Camarena whose tragic death at the hands of drug traffickers has become a symbol for all of us who wage the war on drugs. The McAllen District Office, as well as the Corpus Christi and Brownsville Resident Offices, participated in numerous programs throughout the District and brought anti-drug messages to youth groups and civic organizations during the Texas Red Ribbon Week Campaign.

In conclusion, the effects of drug trafficking and drug abuse have reached beyond our major and secondary cities and now plague our rural areas and border towns with equal intensity. DEA anticipates an increase in resources in 1991 which will better enable us to continue our cooperative efforts with Federal, state and local authorities in arresting drug violators, seizing drugs and assets, and assisting in demand reduction efforts.

Thank you, Mr. Chairman, for your continued personal interest in the critical issue of illicit drug trafficking. I will be pleased to answer any questions that you may have.

Parents Association for Drug Rehabilitation & Educational Services
1706 A. S.P.I.D • CORPUS CHRISTI, TEXAS 78416 • 512/857-6673

EXECUTIVE DIRECTOR
Johnnie Grez, Jr.

BOARD PRESIDENT
Joe A. Gonzalez

TEXT OF TESTIMONY

PARENTS ASSOCIATION FOR DRUG REHABILITATION AND EDUCATIONAL SERVICES

The Parents Association for Drug Rehabilitation and Educational Services (P.A.D.R.E.S.) was created by a group of concerned citizens who felt that not enough was being done about the substance abuse problem in the area. Supplementing the area's efforts towards the prevention and intervention of alcohol and other drug abuse among its population, with special emphasis on youth and families living in high-risk environments, remains a priority for P.A.D.R.E.S. With the help and support of several corporations, law enforcement agencies, and federal, state and county governments, P.A.D.R.E.S. has significantly expanded its scope and function and has increased its responsibilities and broadened its mandate.

Responding to a local crisis, P.A.D.R.E.S. acknowledged the serious impact alcohol and other substance abuse problems have on the lives of persons other than the users. Crimes committed to support illegal drug distribution and addiction are reported daily in the media. Alcohol abuse is involved in many cases of child abuse, suicide, assault, rape and murder. Children of alcoholics and drug abusers experience a great deal of stress and abuse that may eventually place them in an increased risk of alcohol and other drug problems later in life. For reasons of poverty, racism, educational limitations, and other factors, minority youth are often at high-risk for alcohol and other drug use, as well as for other high risk behavior. Particularly distressing is the growing number of babies who, due to their mothers' use of drugs, including alcohol are beginning their lives affected by alcohol and other drugs, infected with the human immunodeficiency virus (HIV), and often abandoned by their parents.

Statistics indicate that Marijuana usage among high school seniors in Texas remains at 13.9%. In a state-wide school survey in 1988, it was documented that many high school juniors and seniors use alcohol heavily and in patterns likely to be associated with significant negative consequences for themselves and others. It is likely that these state-wide statistics are comparable at the local level.

Every year the demand for our programs and services continues to increase. For example, our Project D.E.A.N. (Drug Education Action Network), an eight week curriculum graduates approximately 120 students per semester. Project MECCA, (Mandatory Expulsion Career Counseling Alternative, is a six-week, one-on-one counseling program for students facing expulsion

from school for drug-related offenses. P.A.D.R.E.S. also sponsors "SAY NOPE TO DOPE!" Clubs. Parents oversee these clubs and actively participate in club activities and community projects. Through its Board of Directors, P.A.D.R.E.S. markets a line of products that includes book covers, rulers, pens, buttons, teeshirts and other material all displaying the P.A.D.R.E.S. logo and message: "SAY NOPE TO DOPE!" Our mascot is Buster Bear, an oversized teddy bear whose middle name is "DrugBuster". Buster is a local celebrity and has a full calendar of events.

Primarily a prevention and intervention program, P.A.D.R.E.S. pursues community involvement and outreach. The aim is to create a more supportive social environment that encourages drug-free lifestyles and leads to postponement and reduction of substance use. A bilingual newsletter for parents is published quarterly and media coverage of chemical-free dances, rallies, parades, ball games and poster contests is effectively used. The newly formed P.A.D.R.E.S. Partnership Coalition Grant is designed to bring together all agencies and organizations who have a common goal in mind of focusing on the solving of substance abuse problems in the area.

P.A.D.R.E.S. has given the community over $3 million dollars worth of substance abuse prevention and education services from federal and state grant monies. These do not include all the thousands of volunteer service hours (5 years), contributions of approximately $30,000 per year from corporations, contributions from local businesses as well as contributions from the community itself (minimal). In addition to this, P.A.D.R.E.S. provides employment and competitive benefits for approximately 15 persons. Furthermore, P.A.D.R.E.S. has in place the mechanism to provide in-patient treatment for adolescents, ages 13-17 for up to 45 days. This treatment would be followed with professional out-patient treatment/counseling for up to one year at no cost to those who have no means of paying for these services. P.A.D.R.E.S. has in place two service contractors who have agreed to provide the services as outlined by the Texas Commission on Alcohol and Drug Abuse (TCADA). Any other referrals are done through volunteer services by our Board of Directors.

P.A.D.R.E.S. is gaining ground in the housing population. Youth activities in these areas are on the move. SAY NOPE TO DOPE Club membership is up. Parents are getting involved with patrol groups and are becoming active volunteers. P.A.D.R.E.S., with the support of the Corpus Christi Housing Authority and TCADA is now located at the major public housing areas.

A grass-roots organization, P.A.D.R.E.S. is a component of the Office of Substance Abuse Prevention (OSAP). In 1987, P.A.D.R.E.S. was awarded a three year $500,000 grant from OSAP. In 1990 OSAP granted P.A.D.R.E.S., as the lead agency of a thirteen member coalition, $237,317 for a 15 month grant renewable up to four years.

Through a lot of hard work and community involvement, P.A.D.R.E.S. has gained credibility and has been able to join the front lines in the War on Drugs. By adhering to the principles of developing effective prevention programs through community participation, P.A.D.R.E.S. believes that strong working coalitions of families, schools, law enforcement agencies, and other public and voluntary agencies can lessen the influence between accepting the "Status Quo" in our drug ravaged community and success in helping our citizens rid their streets, schools and workplaces of this destructive menace. Together we can win and we can win the fight against substance abuse.

TESTIMONY BEFORE THE SELECT COMMITTEE ON NARCOTIC ABUSE AND CONTROL CONTROL

Palmer Drug Abuse Program--Brownsville, Inc.

Monday, December 10, 1990

Director of Counseling: Howard B. Conkey

Administrative Director: Terri L. Harkness

The objective of the Palmer Drug Abuse Program (PDAP) is to provide prevention, education and in-depth support to young people and their families whose lives have become affected by substance abuse. We also offer education, referral, intervention and support to our clients. PDAP is "Absolutely Free" of cost to all our participants and we are the only such program in the community. The ability to offer free care in an area where poverty levels and other factors necessitate such services is a positive factor for our community. We see the growing need for our services and we believe prevention and education can best allow our community to wage an effective war on drugs.

In early 1982, the highly motivated Brownsville community raised $60,000 seed money and launched the Palmer Drug Abuse Program--Brownsville, Inc. in April of 1983. PDAP has grown rapidly since we first opened our doors and continues to grow at

an increasing rate.

The Brownsville PDAP has a Board of Trustees and an Advisory Board made up of a cross section of community leaders. They are active participants in PDAP's growth and development.

PDAP is committed to continue expanding its focus on chemical dependency as it is an enormous problem; however, a new priority is the prevention and education of alcohol and other drug use.

PDAP's prevention program started in 1984 with the introduction of the "Special People" program for six to twelve year olds. Special People was so successful with the six to twelve year olds that we saw the need to add a group for twelve to eighteen year olds. We call this group "Straight With A Purpose" (S.W.A.P.). In October 1988, PDAP implemented this prevention branch into its program.

PDAP's hope for these young people is that we can help create a counter-cultural force that supports a young person's decision to remain drug free. A plan for developing this consists of:

1. Providing support groups which are a safe forum for feelings and attitudes to be shared and to test new coping skills.

2. Providing chemical-free alternative activities for young people, i.e. dances, parties, campouts, retreats, etc..

3. Provide young people with one to one counseling so they may learn to use the new coping skills they attain in group.

4. Providing families with a place where they can come together to improve the family system.

5. Providing a variety of educational opportunities to family members on such things as alcoholism and its effects on the family system.

Our group attendance ranges from 124 to 210 "active group members" monthly (January, 1990 thru October 1990). These groups include: Younger Group (ages 12-17) and Older Group (over 18 years) whose members lives have been affected by their use or abuse of chemicals. The other groups included in this statistic are: Parent Group, S.W.A.P. Group and Special People.

From January 1990 thru October 1990 PDAP has made 81 speaking presentations for civic organizations, school districts and the community in general, with over 3,000 people attending these presentations. There have also been over 850 individual counseling sessions facilitated by our staff during this nine month period.

PDAP has a budget of $122,000 with the funding broken down as follows: United Way 15.7%, Corporate Grants 24.5%, Churches 8.9%, City 14.9%, Brownsville Independent School District 17.8%, and individuals 18.1%.

PDAP employees a Director of Counseling, an Administrative Director, two full-time Certified Alcohol and Drug Abuse Counselors and three part-time co-facilitators.

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BROWNSVILLE I.S.D.
BROWNSVILLE INDEPENDENT SCHOOL DISTRICT • GUIDANCE AND COUNSELING DEPT
1900 Price Road Suite 212 D/E • Brownsville TX 78521 • (512) 548-8251

TESTIMONY OF

ROLANDO DE JESÚS AGUILAR, L.P.C., N.C.C.

DIRECTOR
GUIDANCE AND COUNSELING DEPARTMENT

BROWNSVILLE INDEPENDENT SCHOOL DISTRICT

STATE OF TEXAS

and

CORINNE MASCOLA
COUNSELOR

before the

SELECT COMMITTEE ON NARCOTICS ABUSE AND CONTROL
UNITED STATES HOUSE OF REPRESENTATIVES

on

ANTI-DRUG ABUSE EDUCATION PROGRAMS

DECEMBER 10, 1990

GOOD MORNING, MR. CHAIRMAN AND MEMBERS OF THE SELECT COMMITTEE. THANK YOU FOR THE OPPORTUNITY TO APPEAR BEFORE YOU TODAY TO ADDRESS THE EXTENT OF OUR SERVICES AND THE EFFECTIVENESS OF OUR EDUCATIONAL EFFORTS IN PREVENTING DRUG ABUSE AND ALSO, THE NATURE OF FEDERAL SUPPORT THAT THE SCHOOL DISTRICT RECEIVES.

MY NAME IS ROLANDO DE JESUS AGUILAR. I AM DIRECTOR OF THE GUIDANCE AND COUNSELING DEPARTMENT FOR THE BROWNSVILLE INDEPENDENT SCHOOL DISTRICT IN THE STATE OF TEXAS.

THE BROWNSVILLE INDEPENDENT SCHOOL DISTRICT IS THE LARGEST SCHOOL DISTRICT IN THE RIO GRANDE VALLEY AND THE 14TH LARGEST IN TEXAS WITH GRADES PK-12. ITS FOUR HIGH SCHOOLS AND SIX INTERMEDIATE SCHOOLS ARE ACCREDITED BY THE SOUTHERN ASSOCIATION OF COLLEGES AND SCHOOLS.

BISD OFFERS A COMPREHENSIVE CURRICULUM ALONG WITH CO-CURRICULAR ACTIVITIES FROM PRE-KINDERGARTEN THROUGH 12TH GRADE. ADULT AND COMMUNITY EDUCATION, VOCATIONAL-TECHNICAL EDUCATION, AND SPECIAL EDUCATION FOR CHILDREN FROM BIRTH TO 22 YEARS ARE ALSO VITAL PARTS OF THE TOTAL INSTRUCTIONAL PROGRAM.

BISD HAS 26 ELEMENTARY SCHOOLS, SIX INTERMEDIATE SCHOOLS, FOUR HIGH SCHOOLS, ONE NINE GRADE CAMPUS, AND ONE OF THE FINEST SPECIAL EDUCATION SCHOOLS IN THE STATE. ITS ENROLLMENT IS IN THE 37,658 MARK FOR THE 1990-1991 SCHOOL YEAR. THE DISTRICT ENCOMPASSES 95.1 SQUARE MILES.

BISD IS BY FAR THE LARGEST EMPLOYER SOUTH OF CORPUS CHRISTI, WITH MORE THAN 5,400 EMPLOYEES AND WITH AN ANNUAL BUDGET THAT TOTALS $143.9 MILLION OF WHICH $115.3 MILLION GOES TOWARD PAYROLL.

DRUG USE AMONG STUDENTS HAS BECOME A NATION-WIDE CONCERN OVER THE PAST YEARS. SINCE WE ARE LOCATED SO CLOSELY TO THE BORDER, DRUGS ARE EASILY ACCESSIBLE TO STUDENTS. HARDLY A DAY GOES BY THAT A DRUG BUST OCCURS IN BROWNSVILLE. PERSONS SUSPECTED OF PUSHING DRUGS ARE FREQUENTLY SEEN ACROSS HIGH SCHOOL CAMPUSES. CONSEQUENTLY, DRUGS BECOME AVAILABLE TO STUDENTS DURING THEIR LUNCH HOUR OR BEFORE AND AFTER SCHOOL. THE SCHOOL DISTRICT, AS WELL AS OUR POLICE DEPARTMENT, HAVE TAKEN SOME STEPS TO ELIMINATE THIS PROBLEM. SINCE THIS ISSUE HAS BEEN SO STRONGLY FELT LOCALLY, THE SCHOOL BOARD AND THE COMMUNITY HAVE HAD A STRONG NEED TO ADDRESS THIS PROBLEM. THIS NEED HAS TRANSLATED INTO THE DISTRICT IMPLEMENTING A STUDENT ASSISTANCE PROGRAM FOR THE WELFARE OF THE STUDENTS OF THE BROWNSVILLE INDEPENDENT SCHOOL DISTRICT.

EXTENT OF DRUG AND ALCOHOL PROBLEMS IN BISD

BROWNSVILLE INDEPENDENT SCHOOL DISTRICT BEGAN ITS FORMALIZED DRUG-FREE SCHOOL PROGRAM IN EARLY 1985. USING THE HAZELDEN MODEL OF A STUDENT ASSISTANCE PROGRAM, THE SCHOOL COMBINES PREVENTION, INTERVENTION AND REFERRAL SERVICES TO BEST SERVE THE NEEDS OF ITS STUDENTS IN GRADES PK-12. IN 1988, A SURVEY, CONSISTING OF AN ANONYMOUS PAPER AND PENCIL QUESTIONNAIRE WHICH TOOK LESS THAN 35 MINUTES TO COMPLETE, WAS USED TO ASK STUDENTS ABOUT THEIR HISTORY OF DRUG AND ALCOHOL USE AND THE FREQUENCY AND INTENSITY OF THEIR CURRENT DRUG AND ALCOHOL USE. THE SURVEY GAVE US INFORMATION ON 12TH GRADERS AND 8TH GRADERS ON WHAT DRUGS THEY HAD TRIED, WHAT THEY WERE USING AND HOW HEAVILY THEY WERE INVOLVED WITH DRUGS. THE SURVEY INDICATED THAT ALCOHOL, MARIJUANA AND COCAINE WERE THE LEADING DRUGS ABUSED BY STUDENTS RESPECTIVELY.

PERCENT OF 8TH GRADERS AT SCHOOL A WHO HAVE EVER TRIED A DRUG:

ALCOHOL	63%
CIGARETTES	51%
MARIJUANA	21%
COCAINE	6%
STIMULANTS	7%
LEGAL STIMULANTS	9%
INHALANTS	7%
NARCOTICS OTHER THAN HEROIN	5%

PERCENT OF 12TH GRADERS AT SCHOOL B WHO HAVE EVER TRIED A DRUG:

	LOCAL 12TH GRADERS	NATIONAL 12TH GRADERS
ALCOHOL	68%	92%
CIGARETTES	53%	67%
MARIJUANA	23%	50%
COCAINE	7%	15%
STIMULANTS	6%	22%
LEGAL STIMULANTS	5%	DATA NOT AVAILABLE
INHALANTS	3%	1%
NARCOTICS OTHER THAN HEROIN	3%	3%

PERCENT OF 8TH GRADERS AT SCHOOL A WHO HAVE USED DRUGS IN THE LAST 30 DAYS

	LOCAL 8TH GRADERS
ALCOHOL	32%
MARIJUANA	10%
COCAINE	2%
STIMULANTS	3%
INHALANTS	7%
NITRITES	<1%
DOWNERS	3%
HALLUCINOGENS	<1%
PCP	1%
NARCOTICS OTHER THAN HEROIN	<1%

PERCENT OF 12TH GRADERS AT SCHOOL B WHO HAVE USED DRUGS IN THE LAST 30 DAYS

	LOCAL 12TH GRADERS	NATIONAL 12TH GRADERS
ALCOHOL	43%	3[illegible]%
MARIJUANA	7%	5[illegible]%
COCAINE	4%	3%
STIMULANTS	<1%	[illegible]%
INHALANTS	0%	[illegible]
NITRITES	0%	
DOWNERS	<1%	
HALLUCINOGENS	1%	
PCP	<1%	
NARCOTICS OTHER THAN HEROIN	<1%	

THE INFORMATION FROM THE SURVEY HAS ITS LIMITATIONS. FIRST, THE INFORMATION IS TWO YEARS OLD AND ONLY REPRESENTS A SMALL CROSS SECTION OF THE DISTRICT. E.G. THE HIGH SCHOOL AND ONE INTERMEDIATE SCHOOL. SECONDLY, THE "EVER TRIED" IS A VERY GENERAL MEASURE, SINCE IT INCLUDES ANY AMOUNT OF A DRUG EVER TAKEN. A STUDENT MAY HAVE HAD A SMALL GLASS OF WINE AT A FAMILY CELEBRATION WOULD BE INCLUDED AS HAVING "EVER TRIED" ALCOHOL -- SO WOULD THE STUDENT WHO DRINKS ENOUGH TO GET DRUNK EVERY WEEK. THE TABLE DOES NOT DISTINGUISH BETWEEN THE STUDENT WHO TRIED MARIJUANA ONCE SEVERAL YEARS AGO AND ONE WHO IS NOW USING IT EVERY DAY. BOTH ARE LISTED AS HAVING TRIED MARIJUANA

HOWEVER, THE INFORMATION IS USEFUL. FOR IT SHOWS THE TOTAL AMOUNT OF EXPOSURE THAT A GROUP OF STUDENTS HAS TO A PARTICULAR DRUG. IT ALSO SHOWS HOW MANY STUDENTS WERE WILLING TO EXPERIMENT WITH A DRUG

I WOULD LIKE TO SHARE SOME INFORMATION CONCERNING DRUG USAGE THAT HAS OCCURRED IN THE LAST TWELVE WEEKS. THE SCHOOL DISTRICT HAS AN ALTERNATIVE CENTER WHERE STUDENTS ARE SENT FOR DISCIPLINARY REASONS. FOR THE CURRENT YEAR, TWELVE STUDENTS OUT OF THE ONE-HUNDRED AND SEVENTY-FIVE AT THE CENTER WERE REFERRED FOR DRUG REASONS. THIS REPRESENTS SEVEN PERCENT OF THE POPULATION AT THE ALTERNATIVE CENTER.

AT A HIGH SCHOOL WITH AN ENROLLMENT OF 3,065 STUDENTS, SEVENTY-FIVE STUDENTS WERE REFERRED TO THE COUNSELOR FOR PROBABLE DRUG USE AND FIFTY-TWO OF THE STUDENTS WERE IDENTIFIED AS USING DRUGS. THIS IS ABOUT 2 PERCENT OF THE TOTAL POPULATION OF THIS SCHOOL. THESE STUDENTS WERE EITHER REFERRED FOR ADDITIONAL ASSESSEMENT AND COUNSELING TO OUTSIDE AGENCIES OR WERE PLACED IN IN-HOUSED SUPPORT GROUPS.

AT ANOTHER HIGH SCHOOL WITH AN ENROLLMENT OF 1,895 STUDENTS, TWENTY STUDENTS WERE REFERRED TO THE COUNSELOR FOR PROBABLE DRUG USE, AND TWENTY OF THE STUDENTS WERE IDENTIFIED AS USING DRUGS. THIS REPESENTS 1.1 PERCENT OF THE TOTAL POPULATION OF THE SCHOOL.

THIS INFORMATION HAS ITS LIMITATIONS. IT IS A CROSS SECTION OF WHAT MAY BE OF THE WHOLE DISTRICT. IT ONLY REFLECTS THE PERCENT OF THE STUDENTS WHO HAVE BEEN REFERRED BY SCHOOL PERSONNEL AND HAVE BEEN ASSESSED BY THE COUNSELOR IT DOES NOT REFLECT HOW MANY STUDENTS ARE INDEED USING DRUGS IN THESE SCHOOLS OR IN THE DISTRICT.

DESPITE THESE LIMITATIONS, THE SCHOOL DISTRICT IS AWARE OF THE DRUG PROBLEM IN SCHOOLS AND COMMMUNITY WE ARE ABLE TO IDENTIFY THESE STUDENTS AND COUNSELORS ARE ABLE TO PROVIDE THEM WITH COUNSELING SERVICES.

PHILOSOPHY AND POLICY

THE DISTRICT HAS A DRUG/ALCOHOL/CONTROLLED SUBSTANCE ZERO TOLERANCE POLICY ON SCHOOL PREMISES DURING ANY SCHOOL TERM OR OFF SCHOOL PREMISES AT SCHOOL-RELATED FUNCTIONS. (SEE APPENDIX 1) IT IS OUR GOAL TO CREATE A CARING ATMOSPHERE FOR EACH STUDENT WITHIN THE SYSTEM. IT IS RECOGNIZED THAT IT IS THIS CARING ENVIRONMENT THAT IS THE FIRST STEP IN PREVENTING AN INDIVIDUAL FROM BECOMING HARMFULLY INVOLVED WITH CHEMICALS. THIS PREVENTION IS INSTITUTED BY NURTURING SUCCESSFUL INTERPERSONAL RELATIONSHIPS, PROMOTING SKILLS IN DECISION MAKING AND PROBLEM SOLVING, WHILE PROVIDING FOR STUDENTS' ACADEMIC GROWTH.

IN SPITE OF SUCH EFFORTS, THE DISTRICT UNDERSTANDS THAT A STUDENT MAY BECOME HARMFULLY INVOLVED WITH SOME CHEMICAL. THIS INVOLVEMENT WOULD CREATE PAIN FOR THEMSELVES AND/OR OTHERS. AT THIS JUNCTURE, THE SCHOOL MUST CONTINUE TO OPERATE AS A CARING COMMUNITY. THE HARMFULLY INVOLVED INDIVIDUAL WILL BE ASSISTED IN SEEKING SUPPORTIVE AND REHABILITATIVE SERVICES. IF TREATMENT BECOMES NECESSARY OUTSIDE THE SCHOOL SETTING, EVERY EFFORT MUST BE EXERTED TO AFFECT A SUCCESSFUL CONTINUATION IN/OR REENTRY INTO THE SCHOOL SETTING. THE BOARD OF EDUCATION ENDORSES THIS PHILOSOPHY BUILT UPON PREVENTION, IDENTIFICATION OF THE HARMFULLY INVOLVED, APPROPRIATE INTERVENTION WITH PROVISION FOR SUPPORT SERVICES, AND THE CONTINUATION OF STAFF TRAINING.

THE ADMINISTRATION IS CHARGED TO IMPLEMENT THIS POLICY THROUGH PROCEDURES TO PROVIDE FOR THE FOLLOWING: (SEE APPENDIX 2)

I. PREVENTION

II. PROCEDURES IN THE HELPING PROCESS

A. IDENTIFICATION OF THE HARMFULLY INVOLVED STUDENTS

B. DETERMINATION OF THE PROBLEM

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III. IMMEDIATE INTERVENTION

IV. STAFF TRAINING

A SURVEY OF BISD ANTI-DRUG ABUSE EDUCATION PROGRAMS

THE FOLLOWING SIXTEEN DRUG EDUCATION COMPONENTS ARE IN PLACE IN THE BROWNSVLLE INDEPENDENT SCHOOL DISTRICT:

1. STUDENT ASSISTANCE FOR FURTHERING EDUCATION: S.A.F.E. PROGRAM IS COMPOSED OF THREE COMPONENTS--THE PREVENTION COMPONENT, INTERVENTION COMPONENT AND REFERRAL PROCEDURE. THROUGH THE PREVENTION COMPONENT, STUDENTS ARE TAUGHT INFORMATION ABOUT ALCOHOL, TOBACCO AND DRUGS, COPING SKILLS, REFUSAL SKILLS, DECISION-MAKING SKILLS AND HOW TO FEEL GOOD ABOUT THEMSELVES. THROUGH THE INTERVENTION COMPONENT, STUDENTS WHO ARE EXPERIENCING DIFFICULTIES WITH ALCOHOL AND DRUGS AND WHO COME FROM DYSFUNCTIONAL FAMILIES ARE PLACED IN SCHOOL SUPPORT GROUPS. STUDENTS WHO ARE IN NEED OF ADDITIONAL COUNSELING AND ASSESSMENT ARE REFERRED TO PDAP OR OTHER AGENCIES. THE PROGRAM SERVES GRADES PK-12.

   THE PREVENTIVE COMPONENT CONSISITS OF CLASSROOM PRESENTATIONS WITH OBJECTIVES FOR GRADES PK-12 ON DRUGS AND ALCOHOL,REFUSAL SKILLS, DECISION-MAKING SKILLS AND INCREASING STUDENTS LEVEL OF SELF-ESTEEM.

   AS A RESULT OF REFERRALS FROM THE STAFF, ASSESSMENTS ARE IMPLEMENTED. FROM THE ASSESSMENT, A PLAN IS DETERMINED FOR STUDENTS WHO HAVE BEEN IDENTIFIED AS HAVING PROBLEMS DIRECTLY OR INDIRECTLY WITH DRUGS OR ALCOHOL. THESE STUDENTS ARE PLACED IN A STUDENT SUPPORT GROUP. STUDENTS WHO COME FROM DYSFUNCTIONAL FAMILIES ARE PLACED IN A FAMILY SUPPORT GROUP.

STUDENTS WHO ARE HARMFULLY INVOLVED ARE REFERRED TO AN OUTSIDE AGENCY(PALMER DRUG ABUSE PROGRAM) FOR FURTHER IN-DEPTH ASSESSMENT AND COUNSELING.

GROUP IS AN OPPORTUNITY FOR STUDENTS TO CONSIDER WHAT CHEMICALS ARE DOING TO THEM, LEARN WHAT RISKS THEY ARE FACING, GAIN INFORMATION ABOUT CHEMICAL ABUSE AND ADDICTION, AND SEE WHAT OTHER PEOPLE THINK ABOUT THEM AND THEIR CHEMICAL USE. EMPHASIS FOR GROUP IS PLACED ON THE PROCESS OF SELF-ASSESSMENT. THE GROUP PROCESS FOCUSES ON THE ISSUES OF FEELINGS AND SELF-CONCEPT BECAUSE THESE TWO ISSUES ARE STRONGLY RELATED TO CHEMICAL USE. THE MORE NEGATIVE FEELINGS A PERSON HAS IN HIS OR HER LIFE AND THE LOWER THAT PERSON'S SELF-CONCEPT, THE MORE LIKELY IT IS THE PERSON WILL BE INVOLVED IN HEAVIER PATTERNS OF CHEMICAL USE.

SINCE STAYING CHEMICAL-FREE IS A CRITICAL PART OF THE ASSESSMENT PROCESS, THE USE OF A SIGNED CONTRACT REGARDING ABSTINENCE FROM CHEMICALS IS ONE WAY AN EXPECTATION IS CLARIF ED IN THE INITIAL STAGES OF GROUP. IF MEMBERS CONTINUE TO USE CHEMICALS THEY WILL NEVER HAVE A CHANCE TO SEE HOW DIFFERENT LIFE CAN BE WHEN THEY ARE NOT USING CHEMICALS AND HOW THEY FEEL WHEN THEY ARE OFF CHEMICALS.

SOME ACTIVITIES IN GROUP PROVIDE STUDENTS WITH STRAIGHT FORWARD AND PRACTICAL REASONS FOR STAYING DRUG-FREE. OTHER ACTIVITIES INTRODUCE THE LANGUAGE OF FEELINGS TO HELP MEMBERS GET IN TOUCH WITH SOME OF THE FEELINGS THAT MAY BE LEADING TO THEIR CHEMICAL USE. THEY ALSO LEARN THE STAGES OF CHEMICAL DEPENDENCY AND THE SIGNS AND SYMPTOMS FOR EACH STAGE, AS WELL AS POSSIBLE CONSEQUENCES THEY MAY HAVE ENCOUNTERED BECAUSE OF DRUG USE

2. QUEST PROGRAM: A SKILLS FOR ADOLESCENCE CURRICULUM THAT HELPS YOUNG PEOPLE LEARN HOW TO DEAL WITH CHALLENGES OF OUR SOCIETY BY LEARNING SPECIFIC COPING SKILLS. IT IS PLACED IN TWO HIGH SCHOOLS AND FOUR INTERMEDIATE SCHOOLS.

3. EDUCATION FOR SELF-RESPONSIBILITY II: A PK-12 DRUG PREVENTION CURRICULUM IMPLEMENTED THIS YEAR IN THE DISTRICT.

4. MCGRUFF: SUPPLEMENTAL CRIME/DRUG ABUSE PREVENTION LESSONS AND ACTIVITIES FOR GRADES PK-6.

5. PROJECT GRADUATION/SENIOR BASH: DRUG/ALCOHOL-FREE ACTIVITIES FOR GRADUATING SENIORS.

6. POSITIVE PEER LEADERSHIP TRAINING: A FOUR TO EIGHT HOUR DISTRICT-WIDE SEMINAR ON BONDING, SELF-ESTEEM, DECISION-MAKING, GOAL SETTING, AND WELLNESS FOR 500 STUDENTS FOR GRADES 5, 7, AND 9.

7. STUDENT TRAINERS FOR POSITIVE PEER LEADERSHIP TRAINING FOR GRADES 9-12.

8. WE HELP OURSELVES PROGRAM(W.H.O.): A PREVENTION PROGRAM WHICH DEALS WITH CHILD ABUSE, SEXUAL ASSAULT, PEER PRESSURE, EMOTIONAL ABUSE AND DOMESTIC VIOLENCE FOR GRADES K-12.

9. STUDENT AWARENESS SYSTEM: AN ANSWERING SYSTEM WHICH PROVIDES ANSWERS TO QUESTIONS ABOUT DRUGS AND ALCOHOL(MENUS ARE PROVIDED BY LUBY'S CAFETERIA

10. HERE'S LOOKING AT YOU, TOO(2000): A K-12 ALCOHOL EDUCATION PROGRAM CURRICULUM DESIGNED TO ASSIST YOUNG PEOPLE IN MAKING RESPONSIBLE DECISIONS ABOUT DRUGS IN THEIR LIVES.

11. GROWING HEALTHY: A COMPREHENSIVE K-7 CURRICULUM DESIGNED TO ASSIST YOUNG PEOPLE IN DEVELOPING A POSITIVE SELF CONCEPT AND INTERPERSONAL RELATIONSHIPS. IT ALSO HELPS THEM TO PREVENT THE ABUSE OF HARMFUL DRUGS AND VIEW GROWTH

AND DEVELOPMENT AS A LIFELONG PROCESS FOSTERED BY RESPONSIBLE BEHAVIOR. A PILOT PROGRAM IS IN PLACE IN TWO ELEMENTARY SCHOOLS.

12. "JUST SAY NO" CLUBS: THERE ARE 30 CLUBS IN THE SCHOOL DISTRICT (K-12).

13. "JUST SAY NO" MEMBERSHIP DRIVE AND NATIONAL WEEK: EXTENSIVE EFFORT OCCURS ON CAMPUSES TO ASK STUDENTS TO COMMIT THEMSELVES TO LEAD A DRUG-FREE LIFE. CAMPUS PROJECTS AND POSTER CONTEST ARE HELD DURING NATIONAL "JUST SAY NO" WEEK IN MAY (PK-12).

14. "RALLY AND PARADE": AN ANNUAL EVENT TO CLIMAX "JUST SAY NO" MEMBERSHIP DRIVE AND TO KICK-OFF "RED RIBBON WEEK". THE RALLY IS HELD AT THE STADIUM FOLLOWED BY A PARADE DOWN MAIN STREET IN THE DOWNTOWN AREA (1-12).

15. "ARCHIE CARDS": ANTI-DRUG MESSAGES ON CARDS HANDED OUT THE LOCAL POLICE DEPARTMENT (PK-6).

16. BROWNSVILLE JUNIOR SERVICE LEAGUE PUPPET SHOW ON PREVENTION OF CHILD ABUSE: A PUPPET SHOW THAT TEACHES CHILDREN IN THE THIRD GRADE HOW TO PROTECT THEMSELVES FROM STRANGERS AND WHAT TO DO WHEN SOME "TOUCHES" MAKE THEM FEEL UNCOMFORTABLE.

INTERVENTION

THE FOLLOWING INTERVENTION PROGRAMS ARE IN PLACE IN THE DISTRICT AND COMMUNITY:

1. PALMER DRUG ABUSE PROGRAM (PDAP): A JOINT EFFORT BY BISD AND PDAP FOR ASSESSMENTS, REFERRAL AND COUNSELING SERVICES FOR STUDENTS SUSPECTED OF USING CHEMICALS.

2. REACH-OUT PROGRAM: A PROGRAM THAT PROVIDES GROUP COUNSELING ON LIFE MANAGEMENT SKILLS FOR THE AT-RISK STUDENTS AT GRADE 9. THE PROGRAM HAS BEEN EXTENDED TO THE ELEMENTARY GRADES.

3. ASSESSMENTS FOR SUBSTANCE ABUSE: COUNSELORS ASSESS STUDENTS SUSPECTED OF CHEMICAL ABUSE.

SUPPORT SERVICES

THE FOLLOWING SUPPORT SERVICES ARE AVAILABLE IN THE SCHOOL DISTRICT.

1. SUPPORT GROUPS: GROUP COUNSELING FOR STUDENTS WHO ARE EXPERIENCING DIFFICULTIES WITH ALCOHOL AND DRUGS AND FOR STUDENTS WHO COME FROM DYSFUNCTIONAL FAMILIES.

2. PALMER DRUG ABUSE PROGRAM: A JOINT EFFORT BETWEEN BISD AND PDAP TO PROVIDE ADDITIONAL COUNSELING AND ASSESSMENT TO STUDENTS WHO ARE EXPERIENCING DIFFICULTIES WITH ALCOHOL AND DRUGS AND FOR STUDENTS WHO COME FROM DYSFUNCTIONAL FAMILIES. DURING THE 1989-1990 SCHOOL YEAR [illegible] HUNDRED AND FORTY STUDENTS WERE REFERRED TO PDAP FOR ADDITIONAL ASSESSMENT AND COUNSELING. THIS REPRESENTS TWENTY-FIVE PERCENT OF [illegible] STUDENTS ASSESSED BY THE COUNSELORS AS HAVING DRUG-RELATED PROBLEMS.

PENDING: 1990

1. PEER ASSISTANCE LEADERS	PEER GROUPS TRAINED TO ASSIST [illegible] OWN PEERS
2. SPEAKER'S BUREAU:	LIST OF COMMUNITY LEADERS TO AL[illegible] THE STUDENTS ON DRUG AWARENESS
3. STUDENT ATHLETE TRAINING	MOTIVATION TO LEAD A DRUG-FREE [illegible]

PROJECT OF ATHLETES IN GRADES 7-12.

4. FAMILY RESOURCE CENTER: INFORMATION CENTER ON CRISIS ISSUES, PARENTING SKILLS, FAMILY DYNAMICS, FAMILY COUNSELING SERVICES AND COMMUNITY RESOURCES INFORMATION

5. D.A.R.E. A DRUG PREVENTION PROGRAM EFFORTS WITH THE POLICE DEPARTMENT AND THE SCHOOL DISTRICT.

DISTRICT'S COORDINATING EFFORTS WITH OTHER COMMUNITY-BASED ORGANIZATIONS

THE DISTRICT WORKS VERY CLOSELY WITH THE COMMUNITY TO PROVIDE A FREE-DRUG CLIMATE FOR OUR STUDENTS. OTHER COMMUNITY RESOURCES ARE VERY VITAL TO THE DISTRICT. SOME OF THESE EFFORTS ARE AS FOLLOWS:

1. THE DISTRICT USES COMMUNITY LEADERS AS GUEST SPEAKERS AND HEALTHY ROLE MODELS.
2. STUDENTS AND FAMILIES ARE REFERRED FOR ADDITIONAL COUNSELING AND/OR ASSESSMENTS TO COMMUNITY-BASED ORGANIZATIONS SUCH AS PDAP AND FAMILY OUT-REACH PROGRAM.
3. THE DISTRICT COORDINATES ACTIVITIES WITH LAW-ENFORCEMENT AGENCIES TO UTILIZE THIEIR DRUG-FREE ACTION PROGRAMS
4. THE DISTRICT WORKS VERY CLOSELY WITH STATE AGENCIES SUCH AS TROPICAL TEXAS MHMR AND CAMERON COUNTY HOUSING AUTHORITY FAMILY EFFECTIVENESS AND DEVELOPMENT PROGRAM

THE SCHOOL DISTRICT IS AN IMPORTANT PART IN THE COMMUNITY EFFORT TO ACHIEVE A DRUG-FREE POPULATION. THE DISTRICT DOES THE FOLLOWING TO ACHIEVE THIS EFFORT:

1. THE SCHOOL DISTRICT PARTICIPATES ALONG WITH COMMUNITY ORGANIZATIONS IN AN ANNUAL RALLY AND PARADE DURING "JUST SAY NO" MONTH AND "RED RIBBON WEEK".
2. THROUGH THE "JUST SAY NO" CLUBS, THE STUDENTS ARE EXPOSED TO COMMUNITY SERVICE OPPORTUNITIES.
3. THE DISTRICT SEEKS SUPPORT TO FINANCE THE COST OF ITEMS OR INCENTIVES FOR DRUG-FREE ACTIVITIES THAT CANNOT BE FUNDED BY THE DISTRICT.
4. TO ENHANCE PARENTAL AND COMMUNITY INVOLVEMENT, A SPRING CONFERENCE FOR COMMUNITY DRUG AWARENESS WILL BE ORGANIZED IN CONJUNCTION WITH THE CITY PTA AND COMMUNITY LEADERS.
5. THE DISTRICT HAS ORGANIZED A DRUG ADVISORY COMMITTEE COMPOSED OF PERSONNEL FROM THE AREAS OF EDUCATION, LAW ENFORCEMENT, MEDICAL PROFESSION, LEADERS FROM SEVERAL CIVIC ORGANIZATIONS AND THE BUSINESS WORLD

DRUG FREE SCHOOLS AND THE COMMUNITIES ACT OF 1986

SINCE 1987, THE SCHOOL DISTRICT HAS RECEIVED MONIES FROM DRUG FREE SCHOOLS AND COMMUNITIES ACT OF 1986. THIS HAS BEEN MOST HELPFUL IN SUPPORTING THE ANTI-DRUG EDUCATION PROGRAMS IN THE BROWNSVILLE INDEPENDENT SCHOOL DISTRICT. THE DISTRICT HAS RECEIVED THE FOLLOWING ALLOCATIONS:

1987-1988 -- $62,504
1988-1989 -- $92,379
1989-1990 -- $144,283
1990-1991 -- $353,672

THE TOTAL ALLOCATION THAT THE DISTRICT HAS RECEIVED IS $652,838. DURING THE PAST THREE YEARS, THE MAJORITY OF THE MONIES HAS BEEN ALLOCATED TO IMPROVE ANTI-DRUG ABUSE EDUCATION BY PROVIDING STAFF DEVELOPMENT TO CORE

TEAMS FROM EACH SCHOOL CAMPUS. THE CORE TEAMS INCLUDED COUNSELORS, NURSES, TEACHERS, ADMINISTRATORS AND PERSONNEL FROM THE PRIVATE SCHOOLS. TRAINING HAS BEEN PROVIDED IN CRISIS PREVENTION, INTERVENTION AND POSVENTION IN DEALING WITH TEEN-AGE SUICIDE. ALSO, IN-SERVICE HAS BEEN PROVIDED ON HOW TO DETERMINE IF A STUDENT IS ON DRUGS AND HOW DRUGS MAY PLAY A ROLE IN STUDENTS' PARTICIPATION IN CULTS. A CADRE OF SCHOOL PERSONNEL HAS ALSO BEEN TRAINED ON THE IMPLEMENTATION OF THE "EDUCATION FOR SELF-RESPONSIBILITY II: A DRUG PREVENTION CURRICULUM". THIS CURRICULUM IS IN PLACE IN OUR SCHOOLS.

THE GRANT MONEY HAS ALSO BEEN UTILIZED FOR PURCHASE OF AUDIO-VISUAL EQUIPMENT TO FACILITATE THE DRUG PREVENTION INSTRUCTION. INSTRUCTIONAL MATERIALS, BOOKS AND PAMPHLETS ON DRUG INFORMATION FOR DISTRIBUTION TO STUDENTS AND PARENTS HAVE ALSO BEEN BOUGHT WITH GRANT MONEY.

FOR THE 1990-1991 SCHOOL YEAR, PROVISIONS HAVE BEEN MADE TO HIRE THREE COUNSELORS, A NURSE AND A DRUG COORDINATOR. ONE OF THE MAJOR EDUCATIONAL COMPONENTS THAT HAS A SHORTAGE OF PERSONNEL IS IN THE COUNSELING DEPARTMENT. COUNSELORS HAVE A VERY HIGH STUDENT-COUNSELOR RATIO IN OUR SCHOOL DISTRICT. THEY SOMETIMES BECOME TOO MUCH INVOLVED IN THE ACADEMIC ENVIRONMENT THAT IT LEAVES THEM WITH VERY LITTLE TIME TO DEAL WITH STUDENTS WHO ARE IN NEED OF COUNSELING SERVICES, SUCH AS DRUG ABUSE. IT IS NOT THAT THE COUNSELORS DO NOT WANT TO DEAL WITH DRUG ABUSE, BUT THIS ISSUE NEEDS TIME SINCE DEALING WITH A SMALL PERCENTAGE OF STUDENTS AT A TIME CAUSES OTHER AREAS IN EDUCATION TO SUFFER. IF WE ARE TO BE EFFECTIVE IN AN ANTI-DRUG EDUCATIONAL PROGRAM, COUNSELORS WOULD PROBABLY NEED TO SACRIFICE OTHER COMPONENTS OF COUNSELING. THIS IS NOT PRACTICAL, SINCE MORE COUNSELORS ARE NEEDED TO LOWER STUDENT-COUNSELOR RATIO. THIS WOULD ALLOW THEM TO ADDRESS THE DRUG ISSUE MORE EFFECTIVELY.

METHODS OF EVALUATING EFFECTIVENESS OF PROGRAM

THE S.A.F.E. PROGRAM WAS IMPLEMENTED UNDER THE DIRECTION OF TWO

COUNSELORS IN 1985. AFTER TWO YEARS THE STAFF INCREASED TO SIX S.A.F.E. COUNSELORS. THESE S.A.F.E. COUNSELORS WERE RESPONSIBLE FOR DRUG EDUCATION FOR THE ENTIRE SCHOOL DISTRICT (GRADES 4-12). IN THE ELEMENTARY GRADES, EACH S.A.F.E. COUNSELOR WAS RESPONSIBLE FOR SIX SCHOOLS FOR AN AVERAGE OF 6,500 STUDENTS. S.A.F.E. COUNSELORS IN THE SECONDARY LEVEL HAD SIMILIAR CASE LOADS.

IT BECAME OBOVIOUS THAT THE S.A.F.E. COUNSELORS WERE NOT ABLE TO REACH ALL GRADES IN THE SCHOOL DISTRICT WITH SUCH A HEAVY LOAD. THROUGH PERSONAL OBSERVATION AND COUNSELOR'S LOGS, WE NOTICED THAT THE EARLY PRIMARY GRADES WERE NOT RECEIVING PREVENTIVE DRUG EDUCATION. WE ALSO NOTICED THAT A S.A.F.E. COUNSELOR IN THE ELEMENTARY LEVEL WOULD TAKE SIX WEEKS BEFORE RETURNING TO THE SAME SCHOOL. THIS LIMITED THE S.A.F.E. COUNSELOR TO AN AVERAGE OF 4 CLASSROOM PRESENTATIONS TO A SCHOOL EVERY SIX WEEKS. IN SOME CASES, THE S.A.F.E. COUNSELOR DID NOT COMPLETE THE DRUG EDUCATION PROGRAM FOR A SCHOOL.

FREQUENT REQUEST CALLS FOR A S.A.F.E. COUNSELOR TO THE GUIDANCE OFFICE BY SCHOOL ADMINISTRATORS ADDED TO THE INCOMPLETION OF DRUG EDUCATION TO SCHOOLS. IT SEEMED THAT THE CAMPUS' REGULAR COUNSELOR WAS NOT UTILIZED FOR DRUG EDUCATION OR COUNSELING.

THE "JUST SAY NO" CLUBS IN THE DISTRICT WERE ALSO THE RESPONSIBILITY OF THE S.A.F.E. COUNSELORS. ALTHOUGH THE S.A.F.E. COUNSELOR WAS MAKING A CONCENTRATED EFFORT TO ORGANIZE A CLUB IN EACH CAMPUS, ONLY THREE STRONG CLUBS WERE IN EXISTENCE IN THE SCHOOL DISTRICT IN 1988.

THE POSITIVE PEER LEADERSHIP TRAINING SEMINAR IS AN OFF -SHOOT OF THE ALL-STARS TRAINING. PARTICIPATION IN THIS SEMINAR WAS LIMITED TO HIGH SCHOOL AND INTERMEDIATE STUDENTS.

RESULTS OF THE EVALUATION

DRUG EDUCATION IS NOW PROVIDED IN GRADES PK-12. THE EMPHASIS ON DRUG PREVENTION HAS INCREASED IN THE SECONDARY LEVEL.

ALL COUNSELORS HAVE BEEN IN-SERVICED IN THE S.A.F.E. PROGRAM. AS A RESULT, THE ELEMENTARY COUNSELORS PROVIDE DRUG EDUCATION TO ABOUT 20,000 ELEMENTARY STUDENTS IN GRADES PK-6. PENDING FUNDING, COUNSELORS WILL BE ADDED TO ASSIST THE INTERMEDIATE COUNSELORS IN DRUG EDUCATION.

COMPARING 1988-89 S.A.F.E. COUNSELORS' LOG WITH THEIR 1998-90 LOG, WE NOTICED THAT MORE HIGH SCHOOL STUDENTS WERE ASSESSED IN 1990 THAN IN 1989. THE TOTAL ASSESSMENTS HAVE INCREASED AS A RESULT OF THE COUNSELORS SPENDING MORE TIME ON CAMPUS FOR IDENTIFICATION OF STUDENTS. THIS INCREASE MAY ALSO BE THE RESULT OF MORE CLASSROOM PRESENTATIONS BY COUNSELORS. THUS, TEACHERS, STUDENTS, AND OTHER SCHOOL PERSONNEL ARE AWARE OF SERVICES AND ARE MAKING MORE REFERRALS TO COUNSELORS. CONSEQUENTLY, IT SEEMS THAT OUR OBJECTIVE OF IDENTIFYING THE HARMFULLY INVOLVED STUDENT IS IMPROVING.

HOWEVER, IN THE INTERMEDIATE SCHOOLS, THE REVERSE OCCURRED. AGAIN, USING S.A.F.E. COUNSELORS' LOGS, THERE WERE LESS ASSESSEMENTS OF STUDENTS AND LESS REFERRALS OF STUDENTS IN 1989-1990 SCHOOL YEAR THAN IN 1988-89 SCHOOL YEAR. THERE ARE MANY VARIABLES TO INTERPRET THIS OBSERVATION. HOWEVER, THE NUMBER OF CLASSROOM PRESENTATIONS HAS INCREASED AND WE PLAN TO CONTINUE TO IN-SERVICE STAFF IN THE INTERMEDIATE SCHOOLS AND TO ADD ADDITIONAL STAFF TO ASSIST EXISTING COUNSELORS.

STUDENT INVOLVEMENT IN THE "JUST SAY NO" CLUBS HAS ALSO INCREASED. FOR THERE ARE NOW 30 CLUBS IN THE DISTRICT. POSITIVE PEER LEADERSHIP TRAINING HAS ALSO BEEN EXTENDED TO INCLUDE THE ELEMENTARY STUDENTS.

THE IMPLEMENTATION OF THE ESR II ON EACH CAMPUS HAS INCREASED THE DISTRICT'S EFFORTS ON DRUG EDUCATION. DURING THE SUMMER OF 1990, TWO HUNDRED AND FORTY-SEVEN TEACHERS, NURSES, COUNSELORS AND ADMINISTRATORS WERE IN-SERVICED ON THE

IMPLEMENTATION OF THE ESR II. THIS GROUP IS TO IN-SERVICE THEIR RESPECTIVE SCHOOLS.

RECOMMENDATIONS

I WOULD LIKE TO RECOMMEND THAT THE FEDERAL GOVERNMENT INCREASE THE AMOUNT OF MONIES TO THE SCHOOL DISTRICTS TO SUPPLEMENT COUNSELORS AND OTHER SOCIAL WORK PERSONNEL.

MONIES SHOULD BE PROVIDED TO SCHOOL DISTRICTS FOR REFERRAL OF HIGH RISK STUDENTS TO TREATMENT FACILITIES AND TO PAY FOR THE TREATMENT. MOST OF OUR STUDENTS' PARENTS DO NOT HAVE MONEY OR INSURANCE TO SEND THEIR CHILDREN FOR TREATMENT. OUR COMMUINITY-BASED STATE AGENCIES ARE OVER-CROWDED WITH REFERRALS AND ARE LIMITED IN THE KIND OF SERVICES THAT THEY CAN PROVIDE.

ANOTHER ALTERNATIVE WOULD BE TO PROVIDE MONIES TO BUILD A HALF-WAY HOUSE FOR STUDENTS WHO HAVE BEEN TO TREATMENT. STUDENTS NEED A PLACE WHERE THEY CAN CONTINUE THEIR REHABILITATION AFTER THEY HAVE RETURNED FROM TREATMENT.

CLOSURE:

WE HAVE PROVIDED THE COMMITTEE A BRIEF OVERVIEW OF THE BROWNSVILLE INDEPENDENT SCHOOL DISTRICT'S ANTI-DRUG EDUCATION PROGRAM AND ITS EFFORTS TO PROVIDE A DRUG-FREE CLIMATE FOR OUR STUDENTS. WE HAVE ALSO INCLUDED A BRIEF REPORT ON OUR PARTICIPATION IN THE DRUG FREE SCHOOLS AND COMMUNITIES ACT OF1986. WE WOULD LIKE FOR THE COMMITTEE TO SERIOUSLY STUDY AND CONSIDER SOME OF THE RECOMMENDATIONS THAT WE HAVE MADE TO PROVIDE FOR THE WELFARE OF OUR YOUTH--OUR HOPE FOR THE FUTURE.

APPENDIX I

NISD DISCIPLINARY CHART

SERIOUS INFRACTIONS on campus/sched sponsored activities	INFRACTIONS	PROCEDURES	CONSEQUENCES	
WEAPON Knives, Chains, Firecrackers, Explosives, Firearms, Clubs, Razors, Blackjacks, Brass Knuckles, Simulated Firearms or any potentially lethal weapon	POSSESSION OF WEAPON	Investigate Notify parents	Conduct campus hearing remove student to AEC (10 days) or Petition Hearing Officer for long term removal to AEC	
	POSSESSION OF UNLAWFUL/PROHIBITED WEAPON	Investigate Notify police Notify parents	Petition Board/Designee for student expulsion	
ASSAULTS	PHYSICAL (intentionally causes bodily injury)	Investigate Notify police Notify parents	Petition Board/Designee for student expulsion	Victim should file charges
	VERBAL (intentionally threatens another with imminent bodily injury)	DETERMINE SEVERITY		
	A Name Calling Profanity	LESS SEVERE Notify parents	Conduct campus hearing Remove student to AEC (10 days) or Petition hearing officer to remove student for the semester	Victim may file charges.
	B Threat of physical violence "I'm going to kill you"–promise to do bodily harm	MORE SEVERE Notify police Notify parents	Petition Board/Designee for student expulsion	Victim should file charges
DRUGS/ALCOHOL/CONTROLLED SUBSTANCE ZERO TOLERANCE Controlled Substance as defined by The Controlled Substance Act or by 21 U.S.C. 801 Et Seq. or a dangerous drug, as defined by the Texas Dangerous Drug Law or related to volatile chemicals under Article 4476–13a	POSSESSION	Notify police Notify parents	OPTION 1–Maximum Days/AEC 2–Family & student assessment (S.A.F.E. & PDAP) 3–Signed commitment from parent(s) & student to follow recommendations 4–Failure to meet commitment results in petition for expulsion	Petition for Expulsion
	UNDER THE INFLUENCE	Nurse checks vitals; Notify police Notify parents		
	DISTRIBUTION [illegible]	Investigate Notify police Notify parents	Petition Board/Designee for student expulsion	

12-07-1998 08:23AM FROM SIESTA 2103433004 TO 2103433004 P.02

PREVENTION

I. Prevention will be directed toward providing students with information and developmental experiences which will enable them to make responsible decisions regarding chemical usage.
   A. Prevention merits developing a comprehensive and coordinated program which includes
      1. Pharmacological information appropriate to the student's age and development which includes the potential social psychological and physical effects of chemicals.
      2. Understanding peer pressure and its influence upon student's lives.
   B. Effective communication is instrumental in this type of prevention throughout all levels of the educational institution. Most important is an emotionally healthy classroom which encourages open
      1. Positive self-concept
      2. An enthusiasm for learning
      3. Outlets for self-development and creativity which acknowledges individual skill levels, needs and interests.
      4. Responsible decision-making and problem-solving.
      5. Recognition of special needs identified with high risk students or families experiencing undue stress.
   C. Prevention of harmful chemical involvement includes helping parents and community to be aware of:
      1. Family communication-parenting
      2. Child growth and development
      3. Understanding peer pressure
      4. Value conflicts and problems solving
      5. Early signals of drug usage.
      6. Knowledge and value of support groups

APPENDIX 2

BISD DISCIPLINARY CHART (continued)

SERIOUS INFRACTIONS on campus/school sponsored activities	INFRACTIONS	PROCEDURES	CONSEQUENCES
FIGHTING (PHYSICAL ASSAULT) Principal may use discretion if a fight does not involve imminent bodily injury or cause physical contact that may be offensive or provocative. The principal may call the police at his/her discretion.	FIRST FIGHT	Investigate/Follow Due process Notify parents	Conduct campus hearing Remove student to AEC (10 days)
	SECOND FIGHT	Investigate/Follow Due process Notify parents	Petition hearing officer for long term removal to AEC
	THIRD FIGHT	Investigate/Follow Due process Notify parents	Petition Board/Designee for student expulsion. Victim should file charges
ARSON/VANDALISM	DETERMINE SEVERITY OF DESTRUCTION	Notify Police/ Fire Department Notify parents Restitution may be ordered by the state district courts. Other alternatives may be considered. Parents can be responsible for up to $15,000 per incident	Conduct campus hearing Remove student to AEC (10 days) or Petition hearing officer for long term removal to AEC. Victim should file charges. BISD will assist employee where possible. or Petition Board/Designee for student expulsion

ALL STUDENTS REMOVED/SUSPENDED/EXPELLED WILL BE AFFORDED DUE PROCESS.

(Disciplinary action shall be pursuant to Section 21.301 and 21.3011 of the Texas Education Code as well as other pertinent sections of the Texas Education Code.)

(ADOPTED 5/15/'90)

12-07-1990 08:53AM FROM S12 548-8013 TO 9128222530954 P.03

PROCEDURES IN THE HELPING PROCESS

I. Identification of the harmfully involved students
   A. Teacher and/or counselor
      1. The teacher has the most contact with a student and is, therefore, in the best position to observe any significant change in a student's life-style. At all times, the teacher should focus upon observable behavior.
         a. The teacher or counselor will document absenteeism, poor performance, sickness, negative personality changes or peculiar behavior.
         b. The teacher or counselor and other school personnel will discuss these behaviors with the student.
      2. Should a student not respond positively to the above-mentioned encounter, the following measures may be pursued:
         a. A review of the consequences of a student's behavior will be done by either the teacher or the counselor. It will be highlighted that the student is responsible for his/her behavior.
         b. Time will be given for a student to improve his/her behavior. The teacher / counselor involved will document this action.
      3. If the student's performance and behavior do not improve to an acceptable level, either the counselor or teacher will:
         a. Contact the assessment team.
         b. Discuss the performance again with the student.
         c. Contact the parents or guardians of the child.
         d. Determine what action will be taken to help the student in cooperation with the assessment team, parents, teacher or counselor.

   B. Health Service Personnel
      1. Observe student's poor health and/or problems related to possible chemical use.
      2. Discuss situation with student, suggest where to get assistance. Contact counselor, teacher, assessment team when it is appropriate and notify parents.
      3. If student is not receptive to suggestions, health service personnel:
         a. Outline medical consequences of behavior to student.
         b. Contact teacher or counselor who follows "a" above.
      4. If student is receptive to suggestions, health service personnel:
         a. Contact assessment teach
         b. Contact parents

c. Document action
d. Set up time with student, parents, health service person and the assessment team
5. In emergencies, give care, refer directly to community resources, and notify administrator

C. Student
1. Discusses chemical dependency or related problems with teacher, counselor, or health services personnel or assessor and asks for help.
2. Is given suggestions where to get help and assistance in seeking help, if desired.
3. If student is not receptive to suggestions:
a. Consequences of behavior are outlined, student is responsible for outcome.
b. Assessment person or health service personnel contact teacher as appropriate.
c. Person contacted may follow "A" above.
4. If student is receptive to suggestion:
a. Consequences of behavior are outlined.
b. Teacher contacts assessment person, explains situation, sets up interview with assessment team and parents, and documents action.
c. Assessment team or health service personnel refer student to appropriate community [illegible] for assistance (may accompany student) and document action.

D. Principal
Student has violated school rules, State Department of Education regulations, and/or applicable laws such as possession or use of alcohol or mood-altering drugs on school premises [illegible] necessary will involve appropriate authority: i.e., police, probation officer, social worker
1. An intervention meeting is held with concerned parties including parents or guardians and [illegible] of the assessment team.
2. Student is offered options:
a. Seek diagnostic evaluation and recommendation by the assessment team for [illegible] dependency or related problems.
b. Dismissal under established procedures.
3. In an emergency case, which requires immediate health services, the principal shall arrange [illegible] up.

II. Determination of Problem-When a student is referred to the assessment team, the assessor interviews the student and identifies the nature of the problem.
A. The assessor will determine probable harmful chemical involvement by establishing facts of [illegible] use and poor performance.

1. Should the student prove receptive to suggestions, the assessor:
   a. Has determined that the student's poor performance is probably a clue to his/her personal or family member's chemical use.
   b. Refers the student to a community resource specialist for diagnostic evaluation and recommendation. The student is assured that he or she may re-enter school at an appropriate time, if inpatient treatment is indicated.
2. The assessor will contact specialist to obtain recommendations for the student. These may be as follows:
   a. Sessions with a chemical dependency counselor.
   b. Attend Palmer Drug Abuse Program, Alcoholics Anonymous, Alateen, or Narcotics Anonymous.
   c. Enter an in-patient treatment program.
   d. Enter an out-patient treatment program.
   e. Enter a hospital or an outpatient clinic for detoxification.

B. After such action has been taken, it is necessary to continue to provide support.
   1. The assessor maintains contact with the resource to monitor the student's recovery. This information can be relayed only with a signed release.
   2. If treatment has necessitated the student be placed in an alternative setting, it will be necessary for the assessor to provide a supportive return to school.
   3. Students who do not leave the school setting who receive treatment will receive continual support from the assessor and teachers. These students will also participate in a support group on a [illegible] a-week basis for six weeks. This group will be during the school day, and the scheduling of this will be worked out with the staff of that school.

C. If student denies that chemicals are a problem and the assessor suspects that they are, the assessor
   1. Sets up an intervention meeting for student with appropriate persons significant to the student present. (May include instructor, health service personnel, family and student.)
   2. Conducts an intervention, confronting student with documented performance and its relation to chemical intake.
   3. Present the following recommendation to the student: to go to community resource specialist for diagnostic evaluation and recommendations.

IMMEDIATE INTERVENTION

Immediate intervention is merited when whenever the behavior of a student jeopardizes his/her health, safety, or welfare or that of other students or staff. In addition, immediate intervention is mandated when a student is observed using mood-altering chemicals in violation of state or federal laws.

Should a student demonstrate behavior suggesting immediate danger to his/her health, the following action should be taken:

1. The staff member involved will secure whatever help is needed to insure the well-being of others present.
2. Should the student's behavior indicate a potential overdose or withdrawal, the staff should attempt to determine the type of drug taken.
   a. An inspection of the student's clothing or locker may be necessary.
   b. Staff members will try to ask friends and associates of the student for information.
   c. Careful observations will be made of any odors or types job behaviors displayed.
3. Parents will be contacted immediately, advised of the crisis situation and involved in action for the transfer of the student to a medical facility- if seemed necessary.
4. When parents cannot be contacted, the student will be transferred to a medical facility
5. After the student's immediate needs have been attended to, planning with the student and parents will begin. This will provide for long-range planning to administer to the student's behavior within the school context as well as within the larger community
   a. The student is to be held responsible for his/her actions
   b. Support is to be provided to help the student understand his/her behavior within the school and broader social context.
   c. Legal ramifications may be pursued at the discretion of the school or parents. It will be emphasized that this avenue would be pursued if it is believed to be helpful to the student.

STAFF TRAINING

In order to implement the prevention, intervention and aftercare phases of the program, it is important that administration, plus full and part-time staff, be made aware of the part they can play in creating a caring and responsible school community. By cooperating with community resources, a successful training program can be accomplished. This training should focus upon the following components:

1. Training should include information which enhances staff awareness of various "patterns of use." This training would dictate inservice training annually punctuated with periodic activities designed to strengthen staff knowledge and skills.
2. Fundamental to such training is an emphasis upon techniques that develop communication skills to encourage positive growth in students.
3. Cooperation with community resources such as media, churches, service organization, colleges and universities will enable a variety of programs to develop which can strengthen awareness and skills

SUBMISSIONS FOR THE RECORD

SOUTH PADRE ISLAND POLICE DEPARTMENT
P.O. BOX 3410 • SOUTH PADRE ISLAND, TEXAS 78597 • PHONE 512/761-5464

RECEIVED
1990 DEC 10 PM 9:36
OFFICE OF CONGRESSMAN
SOLOMON P. ORTIZ

December 6, 1990

Solomon P. Ortiz
Select Committee on
Narcotics Abuse and Control
House of Representatives
Washington, D. C. 20515

Dear Representative Ortiz:

I appreciate your committee's interest in the drug problems in South Texas and especially the Town of South Padre Island.

The impact of drugs in our schools is being addressed through education by several programs and it should be continued.

I believe stricter laws should be applied to users as this is the greatest problem in our city. We have many agencies working on the dealers but very little is being done about the user. If you do not have a user the dealer cannot operate.

The working relationship with other agencies, state and federal, is difficult because our location is not on a through highway and our community is small in permanent population but will increase to several thousand during peak periods. Most federal and state agencies work in larger areas and will not respond to our request for assistance.

Again let me state my appreciation to you and the committee for your interest in the drug problems in our city.

Respectfully,

Edward D. Sanders

Edward D. Sanders
Chief of Police

EDS/maf

TEXANS' WAR ON DRUGS
7833 South Staples, Suite 51
Corpus Christi, Texas 78413
512/857-8003

December 11, 1990

Attn: Patricia Billings
U.S. House of Representatives
Office of Congressman
Solomon P. Ortiz
Washington, D.C. 20515

Re: Brownsville Narcotic Field Hearing
Position Statement: Texans' War on Drugs State Agency.
Prevention through Education.

Dear Ms. Billings:

Texans' War on Drugs is a private, nonprofit statewide alcohol and other drug use prevention program. It is publicly funded through the Governor's Office of Criminal Justice and the Texas Commission on Alcohol and Drug Abuse.

Texans' War on Drugs is recognized by OSAP (Office of Substance Abuse Prevention) as one of the Exemplary Prevention/Education programs across the United States. The Program has served as a model and has been replicated by many other states.

It is of utmost importance that emphasis be placed on such statewide, comprehensive programs in order to educate our citizens in prevention techniques, that we, as a nation, are not dependent upon illicit substances in our daily lives.

The above three paragraphs and our Policy Statement can become a part of the record for the above hearing.

Thank you for including us in the hearing process.

Sincerely,

Del Lewis
Regional Coordinator
DL/km
Enc. - Policy Statement

cc: General Robinson Risner - Texans' War on Drugs
Executive Director
11044-D Research Blvd., Ste. 200
Austin, Texas 78759 (512) 343-6950

DEL LEWIS, B.B.A.

POLICY STATEMENT

The philosophy of Texans' War on Drugs is one of zero tolerance for the use of alcohol by all persons under the age of 21. We also strongly advocate non-use of all illegal substances as well as the non-use of legal substances used illegally for all persons. Alcohol and other drugs erode the capacity of young people to perform well in school, to think and act appropriately. Drug use impairs normal growth, memory, alertness, and achievement. The consequences of drug use can last a lifetime.

In a continuing effort to provide a **CLEAR AND CONSISTENT MESSAGE TO YOUTH** regarding alcohol and other drugs, Texans' War on Drugs urges resistance to the philosophy of "responsible use" (which wrongly implies or infers that a limited amount of use is acceptable). There can be no "responsible use" of any substance that is illegal or harmful.

Promotions which suggest to youth that drinking is acceptable as long as it is done "responsibly" or which imply that the use of alcohol and other drugs is permissible as long as one does not drive are counter to the message of non-use. **ABSTINENCE AND LAW ABIDANCE** is the only appropriate message that should be delivered to our **YOUTH.**

Therefore, Texans' War on Drugs opposes student groups which are formed against driving drunk, against drinking and driving, or which espouse a designated driver program for those under the legal drinking age of 21 in Texas. Instead, Texans' War on Drugs **SUPPORTS THE DEVELOPMENT OF STUDENT GROUPS THAT ARE DEDICATED TO NON-USE**, which uphold the right of all Texas youth to grow up drug-free, and which encourage healthy, wholesome, drug-free lifestyles.

9/89